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ABSTRACT

Included in this publication are statements, letters, and supplementary materials presented by vocational education specialists at a hearing before the General Subcommittee on Education of the Committee on Education and Labor, House of Representatives. The hearing concerned H.R. 13630, a bill to extend until fiscal 1972 five of the new programs authorized by the Vocational Education Amendments of 1968. These programs are: (1) special programs for the disadvantaged, (2) residential schools, (3) work-study, (4) curriculum development, and (5) teacher training. Statements were presented by A.L. Alford, G. Venn, L.A. Burkett, H. Clakins, C. Nichols, C. Dellefield, and R.H. Mollohan. (SB)

ED 038530

VOCATIONAL EDUCATION AMENDMENTS OF 1969

HEARING

BEFORE THE

GENERAL SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-FIRST CONGRESS

FIRST SESSION

ON

H.R. 13630

A BILL TO EXTEND EXPIRING PROVISIONS OF LAW
RELATING TO VOCATIONAL EDUCATION

HEARING HELD IN WASHINGTON, D.C.,
SEPTEMBER 25, 1969

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*

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VOCATIONAL EDUCATION AMENDMENTS OF 1969

THURSDAY, SEPTEMBER 25, 1969

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10:05 a.m., pursuant to call, in room 2261, Rayburn House Office Building, Hon. Roman C. Pucinski (chairman of the subcommittee) presiding.

Present: Representatives Pucinski, Quie, Meeds, and Ruth.

Staff members present: John F. Jennings, majority counsel; Robert Andringa, minority professional staff assistant; and Alexandra Kisla, clerk.

Mr. Pucinski. The committee will come to order. H.R. 13630 and a summary of its contents will be inserted in the record at this point.

[91st CONGRESS 1st Session H.R. 13630]

A BILL To extend certain expiring provisions of law relating to vocational education.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That section 102(b) of the Vocational Education Act of 1963 is amended by striking out "and June 30, 1970," and inserting in lieu thereof "June 30, 1970, June 30, 1971, and June 30, 1972,".

Sec. 2. (a) Section 152(a)(1) of such Act is amended by striking out "$15,000,000 for the fiscal year ending June 30, 1970," and inserting in lieu thereof "each of the three succeeding fiscal years,".

(b) Section 153(d) of such Act is amended by striking out "1969" and inserting in lieu thereof "1970, and on July 1, 1971".

Sec. 3. (a) Section 181(a) of such Act is amended by striking out "and June 30, 1970" and inserting in lieu thereof ", June 30, 1970, June 30, 1971, and June 30, 1972".

(b) Section 183(a) of such Act is amended by striking out "the fiscal year ending June 30, 1970," and inserting in lieu thereof "each of the three succeeding fiscal years,".

Sec. 4. Section 191(b) of such Act is amended by inserting after "1970," the following: "and each of the two succeeding fiscal years,".

Sec. 5. Section 555 of the Education Professions Development Act is amended by inserting after "1970" the following: ", and for each of the two succeeding fiscal years".

Summary of Vocational Education Amendments of 1969

This bill would extend until fiscal 1972 five of the new programs authorized by the Vocational Education Amendments of 1968. These programs would then expire at the same time as the other new programs authorized by the 1968 Amendments.

These programs would be the following:

1. Special programs for the disadvantaged
2. Residential schools
3. Work-study
4. Curriculum development
5. Teacher training

Mr. **Pucinski**: This morning our subcommittee meets to consider H.R. 13630, a bill to extend until fiscal 1972 five of the new programs authorized by the Vocational Education Amendments of 1968. This extension would result in a uniform expiration of all new programs authorized by the 1968 amendments.

The programs to be affected by this legislation are:

1. Special programs for the disadvantaged.
2. Residential schools.
3. Work-study.
4. Curriculum development, and
5. Teacher training.

I wish to emphasize that the bill before us does not increase the authorizations for these programs. It merely extends them at existing authorization levels. We believe this action is necessary at this time in order to give the States and the appropriate agencies of Government an opportunity to plan adequately for the next 2 fiscal years.

I might point out that the bill before you, H.R. 13630, is a bipartisan measure being sponsored by myself, by Mr. Perkins, Mr. Ayres, Mrs. Green, Mr. Quie, Mr. Thompson of New Jersey, Mr. Ashbrook, Mr. Dent, Mr. Bell, Mr. Daniels, Mr. Dellenback, Mr. Brademas, Mr. Esch, Mr. O'Hara, Mr. Eshleman, Mr. Hawkins, Mr. Steiger of Wisconsin, Mr. Hathaway, Mr. Ruth, Mrs. Mink, Mr. Scheuer, Mr. Meeds, Mr. Burton of California, Mr. Stokes, and Mr. Clay.

A compelling reason for this legislation is contained in the statement made by Dr. Allen the other day when he cautioned school administrators about the alarming increase in student unrest at the high school level. Dr. Allen, the Commissioner of Education, pointed out that in his judgment greater emphasis on vocational education is part of the answer.

I was very pleased to hear Dr. Allen make that statement because that was the whole spirit and thrust of the 1968 amendments. We on this committee also believe that a greater emphasis on occupational education is part of the answer to the growing unrest and the growing alienation of high school students from the education program.

I am disturbed over the fact that we are the only country in the world that has the strange phenomenon of having such a high unemployment rate among our young people in this 10th year of continuous prosperity.

I hope that we are not going to have any bickering and quibbling about whether or not these programs are necessary.

As we go along we always learn new things and develop new technologies. I know there has been a big change in the Office of Education in restructuring its operation. I noticed they have given some meaning to vocational education over there.

We are hopeful that Dr. Allen will come before the committee very shortly when we start our hearings on the educational needs of the 1970's and elaborate on his view of vocational education. But in the meantime we feel that this legislation is necessary in order to give school districts and school administrators an opportunity to do some intelligent planning down range.

I have always felt that one of the great shortcomings at our Federal level, in whatever contribution we make to education, is the fact that we don't give the people in the field enough time to plan ahead.

And I would be very happy if we could persuade the Appropriations Committee to make appropriations at least 2 or 3 years ahead so that the school administrators could know what they are going to get from the Federal Government and then plan accordingly.

When a new administration comes in it ought to have an opportunity to propose its own concepts to the Congress. I intend to respect that right of the new administration, but it occurs to me until that is done, the wise course for this Congress is to pursue programs that are now taking hold and are now working and are being funded; and while I am sure that the Bureau of the Budget would not agree with this, I was very pleased with the results that occurred on the floor a few weeks ago when the House decided to take matters into its own hands and voted some additional funds for urgently needed education legislation.

So we will proceed with our first witness this morning, Dr. Albert Alford, who is Assistant Commissioner in charge of Legislation at the Office of Education, and Dr. Grant Venn, Associate Commissioner for Vocational Education.

I don't know of anyone in this country, Dr. Venn, who has a greater opportunity than you to make a meaningful contribution to education. I think that you have the answer.

I have said there is a salvation for American education at the elementary and secondary level—and I believe there is—despite the fact that a recent survey showed that 60 percent of the principals questioned last year on student unrest at the high school level reported they had experienced some degree of unrest. But if there is a salvation, I believe that you probably are the one single individual who comes closest to finding the answers, working with Dr. Allen and Dr. Alford and the whole U.S. Office of Education, in creating the leadership across this country for a greater emphasis on occupational education.

You occupy a tremendously important spot in this whole picture of American education. I feel so strongly that vocational education is the answer to many of our problems, and I feel very reassured knowing that someone like you with all of your experience is in this important position directing this operation.

Before we proceed, Mr. Quie, do you have anything to say?

Mr. QUIE. Thank you, Mr. Chairman. The only thing I would add to what you have said is if the Senate will do as well as we did in the appropriation bill, then he will have some money to work with. If they want to do better, that is quite all right with me.

I hope they will do at least as well to give you some money to do the great things that most of us expect now and we all share the hopes expressed by the chairman.

Mr. PUCINSKI. That is what you call the "new ecumenism in politics."

Mr. QUIE. It works in vocational education.

Mr. PUCINSKI. Mr. Meeds?

Mr. MEEDS. No, thank you, Mr. Chairman.

Mr. PUCINSKI. Dr. Alford and Dr. Venn, why don't you proceed. Your statements will be placed in the record in their entirety at this point. Perhaps if you like, you may summarize parts and give us a chance to perhaps ask you some questions; otherwise, if you wish, you may read your statements.

(Dr. Venn's statement follows:)

Statement of Dr. Grant Venn, Associate Commissioner for Adult, Vocational and Library Programs, Office of Education, U.S. Department of Health, Education, and Welfare

Mr. Chairman and Members of the Subcommittee: I appreciate this opportunity to appear before you today and review the general operation of the State plan program under the Vocational Education Act of 1963 and especially the changes occurring as a result of the Vocational Education Amendments of 1968.

With the enactment of the amendments on October 16, 1968, it was evident that time was of paramount importance. During the following week, October 21 through October 24, all State Directors of Vocational Education and Regional Directors were invited to meetings to discuss the law and immediate steps to be taken. The cooperation of the States was excellent and continues to be so. The Executive Secretary of the Association of State Directors of Vocational Education stated that new guidelines, regulations, and conferences have worked out in an exceptional manner in bringing more drive and interest to the State Directors. He felt that major program redirections are called for and that these are now being achieved. His assessment of the attitudes concerning the new State plans was excellent.

States estimate an enrollment of 8,543,000 this school year with a total expenditure of State, local, and Federal funds of $1,318,497,455. Based on these estimates, the matching ratio of local and State expenditures to the Federal investment will grow from $3.47 in 1969 to $4.53 in 1970.

IMPLEMENTATION OF 1968 AMENDMENTS

Drafts of the regulations were prepared and reviewed by a committee of leading State Directors, business leaders, labor and knowledgeable citizens throughout the Nation. Staff members from the Office of Education, the Bureau of the Budget, and Office of the Secretary of HEW were involved in immediate and constant review of the regulations and guidelines. The first rough draft of regulations was sent to the States on January 29, 1969.

A series of National Conferences was held to make suggestions on the new provisions of the Act resulting from the 1968 amendments. Leadership of these conferences was obtained from recognized experts in each program area throughout the Nation. The following conferences were held:

Date	Topic	Attendance
Feb. 18–20	National Conference on Research and Training in Vocational Education	125
Feb. 24–26	National Conference on Consumer and Homemaking Education	197
Feb. 25–27	National Conference on Programs for the Handicapped	173
Feb. 26–28	National Conference on Residential Facilities	180
Do	National Conference on Cooperative Vocational Education Programs	205
Mar 5–7	National Conference on Curriculum Development in Vocational and Technical Education.	275
Mar. 12–14	National Conference on Exemplary Programs and Projects	150
Do	National Conference on Programs for Persons With Special Needs	154
Mar. 25–27	National Conference on State Plans	225

Approximately 1,700 individuals attended the National Conferences.

Draft copies of the regulations were sent to all interested professional groups and organizations that are concerned with vocational and technical education. Over 4,000 individuals reviewed the various drafts of regulations.

The National Advisory Council and its special committee on regulations and guidelines gave immediate attention to this task following their appointment in January 1969.

STATE PLAN GUIDES

As soon as the initial draft of the regulations was completed in January, a preliminary copy of the State Plan Guide was drafted and followed a similar process. A series of nine Regional Conferences was held to assist the States in the development of State plans. Each Regional Conference involved leaders from education, business, labor, professional associations, and others concerned with State plan development.

Date	Region	Place
Apr. 7–11	Region I	Providence, R.I.
Do	Region II	Philadelphia, Pa.
Do	Region III	Richmond, Va.
Apr. 14–18	Region IV	Atlanta, Ga.
Do	Region V	Chicago, Ill.
Do	Region VI	Kansas City, Mo.
Apr. 21–25	Region VII	Oklahoma City, Okla.
Do	Region VIII	Denver, Colo.
Do	Region IX	Sacramento, Calif.

Program reports developed as a part of the National Conferences are now being completed and distributed to all States and Territories. These Conferences, meetings, and reports have been invaluable tools in assisting States in the development of their State plans. Approximately 1,800 individuals attended the Regional meetings.

As of today the following situation exists:

Plans received as of Sept. 24, 1969	53
Letters to States following plans review	53
Revisions and clarifications received from States	35
Plans approved as of Sept. 24, 1969	33
Approval pending	2

It is fair to say that the State plans which have been received and reviewed represent a major redirection of vocational education. It is also fair to say that the work of the States, the National Advisory Council, and the State Advisory Councils has been outstanding. I am also impelled to say that we still have a way to go in accomplishing the goals spelled out by the Congress in enacting the 1968 amendments.

ADVISORY COUNCILS

A few words about the work of the National Advisory Council, I am sure, will be of interest to this committee.

The first meeting of the National Advisory Council was held in Washington, D.C., on February 13. Since that time five additional meetings have been held, an annual report has been published which each of you has received, and six subcommittees have held meetings as well. The National Advisory Council has now employed a Director and is planning a meeting for all State Advisory Council Chairmen in the near future. It is a working council and has been invaluable to the Office of Education.

All States have now appointed Advisory Councils, and in all States these Councils have reviewed the State plans. At this time 60 percent of the States have budgeted for an executive officer. The allocation of funds to the State Advisory Councils has been a restrictive factor since most States will receive only $24,154 for the fiscal year 1970. In many cases they have had to rely on State staff.

PROGRAM PLANS FOR 1970

The concept of annual and 5-year plans required in the 1968 amendments has resulted in immediate dividends for program direction and more effective planning.

URBAN EDUCATION

Typical examples of redirection of funding within a State toward urban centers is shown by the Illinois State Plan. In 1969, 17 percent of the Federal vocational funds went to Chicago which has approximately 50 percent of the State's population. In 1970 the State Plan calls for 48 percent of the State's Federal allotment to be spent in Chicago. In Michigan in 1969, 21 percent of the State allotment went to Detroit where 32 percent of the population resides. In 1970, 25 percent of the State's allotment will go to Detroit. Georgia in 1970 will allocate 22 percent of the Federal funds to Atlanta which has 22 percent of the State's population. Many States have made major redirection of fundings even though the budget levels and new program "set-asides" have made it very difficult.

POST-SECONDARY EDUCATION

The set-aside of 15 percent for post-secondary technical education has increased the total dollars going to this area although many States have had problems in coordinating vocational and technical education programs at the secondary and post-secondary levels. The "sole State agency" requirement of the Act has been useful in requiring a comprehensive plan at all levels.

An overall comparison between 1969 and 1970 follows:

	Fiscal year 1969 estimate	Fiscal year 1970 estimate
Expenditures:		
Basic grants: (a) Grants to States:		
Federal [1]	$241,377,455	$237,497,455
State and local	836,550,000	1,081,000,000
Total	$1,077,927,455	1,318,497,455
Matching ratio	3.47	4.53
Enrollment: Basic grants:		
General population:		
Secondary	4,060,000	4,148,500
Postsecondary	667,000	720,500
Adult	2,972,000	2,899,000
Subtotal	7,699,000	7,768,000
Disadvantaged:		
Secondary	257,000	491,700
Postsecondary	23,000	33,300
Adult	25,000	108,000
Subtotal	305,000	633,000
Handicapped:		
Secondary	27,000	127,800
Postsecondary	3,000	14,200
Subtotal	30,000	142,000
Total secondary	4,344,000	4,768,000
Total postsecondary	693,000	768,000
Total adult	2,997,000	3,007,000
Total enrollment	8,034,000	8,543,000
Construction:		
Number of projects:		
New	213	100
Remodeled	107	50
Total	320	150
Number of training stations needed	367,000	272,000
Number of training stations constructed	80,000	24,000
Percent of need met	21.8	9.15
Teacher training:		
Number of teachers	160,680	170,860
Number of teachers completing:		
Preservice training	6,000	8,000
Inservice training	10,000	13,000
Total	16,000	21,000

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[1] Includes $7,161,455 appropriated under Smith-Hughes Act.

REPORTING SYSTEM

The development of a new reporting system for vocational and technical education has been based on the mandated provisions of the legislation, the recommendations of the National Advisory Council, and the need for baseline data for evaluation and planning. Many individuals were involved in the structuring, review and modification of statistical, descriptive, and evaluative forms. These included representatives from the Office of the Secretary of Health, Education, and Welfare, the Bureau of the Budget, the National Center for Educational Statistics, Regional Offices, and State fiscal and data processing experts especially concerned with planning, evaluation, and budgeting for vocational education. The system is designed to reveal the effectiveness of vocational education on the work lives of the Nation's youths and adults; and the program's influence on the resolution of some of the social and economic ills of our cities and rural communities.

EVALUATION

Program change is largely dependent on more comprehensive Federal, State, and local evaluation systems. Specific information is needed regarding manpower needs and job opportunities; vocational education needs of populations to be served, particularly the disadvantaged and handicapped; and resources required to meet these demands. Appropriations will be utilized for studies and projects including the following:

Study of impact of new State plan funding requirements on program change.

Follow-up survey of graduates from adult vocational education programs.

Analysis of effectiveness of resources allocated to programs and services for the disadvantaged and handicapped.

Survey and analysis of State and local planning, evaluation, and reporting systems.

National and regional workshops involving State supervisors to provide headquarters and regional staff with an assessment of program accomplishments and deficiencies.

Study of needs and availability of postsecondary education, including facilities, provisions for new and emerging occupational areas, funding patterns, student and teacher characteristics, and ancillary services.

CURRICULUM

Our major plans for curriculum development include at least 50 percent of the projected projects at the postsecondary level. The community-junior college program needs assistance in a number of new areas. The occupational expansion in technical areas has greatly enhanced the need for curriculum in new fields, such as laser and maser technology, underwater technicians for the support of research and development projects, paramedical workers in such fields as medical and x-ray technicians, radiation therapists, clinical and medical aides; a persistent but growing demand in the field of automotive ignition and tune up continues to need additional help; exploratory courses in general technology to provide staff assistants who understand laboratory methods; as well as many other growing fields desperately needs assistance.

The secondary program will need assistants in the new movement called occupational clustering. The development of an entire new sequence of courses in orientation to the world of work is essential not only with high school level clustering but in the junior high school and elementary school as well. We hope to provide elementary teachers with information to allow them to infuse occupational concepts and attitudes in the curriculum at that level. In the junior high school program we are going to try a three-year orientation program based on the theory that group instruction about occupations related to academic programs is a necessity. Major emphasis will be placed on curriculum aimed at the disadvantaged and handicapped.

VOCATIONAL EDUCATION GOALS

The changing nature of the work force and the manpower needs of the Nation continue to have impact on vocational education. In addition, the changing ratio of age groups in our society and particular educational and skill needs of youth determine the patterns of the future.

Seymour Wolfbein of Temple University recently completed a study of *Manpower Problems of the 1970's* for the U.S. Chamber of Commerce. He predicts the following:

1. By 1975 one and one-half million jobs will be needed each year to absorb the rise in the labor supply.
2. There will be one million less people aged 35 to 44 in the labor force in 1975 than in 1965.
3. There will be eight and three-fourths million more people aged 25 to 34 in 1975 than in 1965.
4. There will be a phenomenal increase of more than 50 percent in the number of non-whites in the early twenties age group.
5. The professional and technical fields will exceed skilled craftsmen by 1975.
6. The unskilled will fall below the five percent mark.

The goal for vocational education in the early 70's is to at least double the enrollments in vocational and technical programs and to offer some occupational information and work experience to all secondary students, including those enrolled in college preparatory programs. This should prevent some of the problems that would otherwise occur in the 1970's.

STATEMENTS OF DR. ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION, OFFICE OF EDUCATION; AND DR. GRANT VENN, ASSOCIATE COMMISSIONER FOR VOCATIONAL EDUCATION, U.S. OFFICE OF EDUCATION

Dr. ALFORD. Thank you, if it is all right, I think I will read my statement. It is very short.

Mr. PUCINSCKI. All right.

Dr. ALFORD. Mr. Chairman and members of the subcommittee:

It is a pleasure to appear before you this morning to testify on H.R. 13630 and the general operation of the State plan program under the Vocational Education Act of 1963, as amended by the Vocational Education Amendments of 1968. In dividing up our tasks, if it is satisfactory with you, I will testify on H.R. 13630 and Dr. Venn will discuss the operation of the vocational education State plan programs which are administered by him.

H.R. 13630 extends certain expiring provisions of the Vocational Education Act of 1963. Specifically, you are asking for an extension to June 30, 1972, of the programs for the disadvantaged, residential vocational schools (State plan programs), vocational work-study, curriculum development, and residential vocational education schools dormitory subsidies. In addition, the training and development program, part F of the Education Professions Development Act, would also be extended to fiscal year 1972.

In only two of these six programs has the administration requested funding for fiscal year 1970. These are the curriculum development program in the amount of $2 million and the training and development program which is included as a specific part of the total training programs under the Education Professions Development Act.

The work-study program, for which no funds have been requested but which has been funded in previous years, is a program included in the original 1963 act. The residential vocational school program, which was also included in the original 1963 act, has never been funded and no request for funds has been made for fiscal year 1970. Funding for the special program for the disavantaged was not requested by the administration for fiscal year 1970 basically because of the extensive redirection of money to the disadvantaged required under the new State plan programs.

Our understanding is that a partial purpose of the act is to give a uniform expiration date to the nonpermanent portions of the Vocational Education Act of 1963, as amended. The extensions which are made do not increase the authorizations for appropriations and simply extend the life of the current authorizations.

While we recognize the desire on the part of those interested in these programs to seek an early and uniform extension, we would request that the committee defer action on this bill until the next session of Congress. The administration is currently looking at a number of education programs, including those in this bill from the point of view of possible grant consolidation and program reform.

We cannot indicate at this time what the specific proposals will be, but they would be ready for submission in time to allow full consideration before the June 30 expiration of the programs in H.R. 13630.

As an example of the kind of change that might be involved, I would note the close relationship between the cooperative education and the work-study programs. While there may be some differences in concept, we believe that they might effectively be combined into a single program. It is one of the goals of this administration to simplify and consolidate programs where possible in order to make them more effective and manageable. We would like the opportunity to make recommendations along this line for the programs included in H.R. 13630.

With these brief comments, Mr. Chairman, I would now like to turn to Dr. Venn for more extensive testimony on the operation and status of State plan programs unless you care to raise questions on H.R. 13630 at this point.

Mr. Pucinski. I would just have one question, Dr. Alford. I am fully mindful of the fact that at some point in time the administration will undoubtedly want to come in with some proposals and recommendations. I am not too sure that I agree that you can combine cooperative work-study and the work-study program because they are two totally different needs, but I wouldn't want to go into debate on that at this time. I really must say I am somewhat disappointed in your position on this bill.

We went through extensive hearings last year on vocational education. We relied very heavily on the recommendations of the Advisory Council. We heard extensively from many witnesses. The hearings lasted 26 days.

It would seem to me that the logical course would be to go ahead and extend these programs; and as my colleague from Minnesota just said, if the Senate wants to improve the kind of job that we did on the floor, we will be very happy to assist that improvement.

Now, the administration is welcome to come in here at any point with a whole new program, if that is what you wish, and I can assure you that your program will be given every consideration. I don't think there is anything to indicate that we would willingly or wantonly delay or defer consideration of any request that this administration will make.

At least I can give you my assurance as chairman of this subcommittee, and I think my colleagues can certainly support that. So if at any time you want to come in here and change these programs, repeal them, restructure them, you are welcome to submit your proposal. But it does seem to me that keeping all of this in limbo right up until the expiration date is the worst way in the world to legislation.

I have gone that route before. I have seen what happens when the Congress legislates under the pressure of a continuing resolution or an expiration date. So what we have done, we have said, all right, these are programs that are now on the books. Even if the administration didn't ask for the funding, they are funded at least as far as the House is concerned.

If you want to come here next spring with a whole new concept, I assure you we are going to give you the hearings. And at that time if you want to bring in your own concept, I assure you you will get every consideration before this committee.

Nevertheless, it would seem to me a grave mistake for the administration to take the position that it is taking this morning.

Let's discuss, for example, the disadvantaged program. We have a 15-percent setaside in the States' grants, but we feel so strongly about the needs of occupational or vocational education in disadvantaged communities that we have set up a special $40 million fund.

All you have to do is look at Chicago or any other city, Pittsburgh, Philadelphia, the great struggle going on now in the building trades. We are 10 years behind in setting up meaningful vocational training programs in these disadvantaged communities to give young people the kind of job training that they need to participate fully in equal employment opportunities. I would be distressed and astounded to hear a suggestion from the administration that you don't agree that we ought to place as great an emphasis in the disadvantaged communities.

We have been spending as little as 1 percent of vocational education money in the disadvantaged communities of this country and then we ask ourselves why we have turmoil and why we have lack of job opportunities.

It seems to me if there is any part of this program that is defensible, the special program for the disadvantaged is one that deserves the highest priority. I would hope that you would take another look at your statement.

Dr. ALFORD. Let me comment. I respect what you are presenting here, the matter of timing, and certainly the emphasis on the disadvantaged. And this is one of the reasons that I specifically mention in the statement that the reason for not funding that program in fiscal year 1970 was a factor of redirection of money under the State plan programs and a feeling, at least on the part of those who were planning the budget, that perhaps this is all we could do effectively this year.

I think we would want to emphasize we are in no sense opposing the provision, the special provision on the disadvantaged, and we hope to give greater emphasis to this in the coming years.

Mr. PUCINSKI. Let's take curriculum development. We have developed in this country in the last decade 5,000 new skill jobs. Industry is begging for people and young people are begging to get an opportunity to participate in industry. And yet you know and I know that we haven't kept pace at all with curriculum development to train young people in these new skills—laser technology, computer technology, all para-professional fields—great job opportunities, not entry skill levels, deadend levels. That is one of the great problems we have.

We are spending billions on manpower training programs this year in this country, of Federal money, training people at entry skill levels. No wonder the program is a failure. No wonder people don't want to participate in the manpower program, because it trains them for an entry skill job and that is as far as they go.

And we have said, "Let's not make another mistake with another generation, let's not create another generation at the end of the line going to go into a manpower program that has only limited opportunities." So we say "curriculum development." We are going to need 176,000 new vocational education teachers within the next couple of years to make vocational education effective.

How can anyone in good conscience argue against teacher training and curriculum development?

Now, I hope with all due respect that the Bureau of the Budget is not running this country. I have too much respect for you, for Dr. Venn, for Dr. Allen, Secretary Finch. You know what the needs are of this country and I don't think we should let the Bureau of the Budget veto these very important programs.

I would go along with you perhaps on residential skill centers only because I understand Secretary Shultz is trying to work something out in the Labor Department on residential skill centers and perhaps this may be an area where we want to effectuate some sort of compromise between the two agencies.

But as far as the work-study program is concerned why, in my neighborhood, which is very wealthy and yet in Taft High School I have 86 youngsters who are under the work-study program and if they weren't under the work-study program, they couldn't continue their education.

Mr. Quie, do you have any comments?

Mr. QUIE. I would also like to pursue the question of waiting before we extend these parts of the act that terminate before the basic grant authority expires.

Evidently the reason why we permitted them to terminate earlier was the fact we weren't too certain and we wanted to look at them sooner. I think your suggestions are nearly within the ball park of the intent of Congress at that time.

You said in your statement that you were going to have your recommendations ready and in time for full consideration before the June 30 expiration date. I imagine you are of the same opinion as people on the school systems that they like to find out early what their appropriations are going to be. By rights we should have the appropriations out so they know what their forward funding will be prior to their planning stage. March or April should be the latest.

We can't expect the Congress to have a bill to the President for signature before June 30 or thereabouts, but everything that you do ought to be aimed at the purpose of getting this whole process done by June 30. Those slowpokes over in the other body, as they have proven themselves to be, need a little bit of time. They probably need the month of June and we need the appropriation bill out of the House in May. If there is going to be a change in the authorization language, the Appropriations Committee should have the authorization earlier. It will probably take all of the time if we began the first of January.

So, I am wondering how long it would take you to come in with those recommendations. Can't you sit down and start doing your thinking and planning now so we could authorize the legislation in the House at least before the end of this session of Congress?

Dr. ALFORD. Let me comment on this. Actually the thinking is already underway and these proposals are being examined. However, I will be honest and say it has only been within the last 3 weeks that this has begun, and it is in connection with the 1971 budget.

So we would expect that whatever proposals we had which relate to these consolidations would probably be ready in time for the submission of the 1971 budget. I hesitate to give an exact date, but I would assume that this would occur some time in January.

I believe, however, we have to face realistically the fact that as far as the appropriations process is concerned, unless there is some miracle worked next year, there is not much likelihood of it being passed much earlier than it will be this year. Therefore, if the authorizations are enacted before June 30, this would probably be ample time for the appropriation process.

Mr. Quie. I always hope for miracles.

Dr. Alford. I do, too. I have somewhat given up, however, observing the last several years, as far as this process is concerned. We would—as far as the submissions in the budget are concerned, the fact they are expiring June 30 would make no difference by coming forward with suggestions for extension, as we do frequently on this kind of thing.

Mr. Quie. My own feeling is that if we have to wait until you come in with your recommendations in January, it is too late. We ought to go ahead and extend these provisions in the act now. But if you felt within 6 weeks you could come back with the recommendations of what you want, I would sure recommend to the other members of the committee to hold up and do a thorough job.

But we can't wait until January.

Dr. Alford. I don't know that we could be back with suggestions in 6 weeks.

Mr. Quie. I want to do it now.

Dr. Alfred. It is part of the 1971 budget process. The way these things are determined, they frequently go up to the wire at the end of December before final decisions are made.

I am hesitant to say we could get these proposals before you in a final approved form prior to that time.

Mr. Quie. I guess there are some reasons for the Congress going up to the wire, and we find that everybody else does the same thing.

Mr. Pucinski. Mr. Meeds.

Mr. Meeds. Thank you, Mr. Chairman. I am sorry to say that it seems to me, Dr. Alford—and this is no personal reflection on you—that this is merely a continuation of the "no, no, go slow, not now, too much, too soon" attitude of the administration toward not only vocational education, but a number of other things.

We are all aware that the Senate has not enacted appropriating legislation with regard to the increases which we provide for in the House, but is it not true that if you were to revise your budget estimate for fiscal 1970 up to the figures which we provide, funds could be made immediately available under the continuing resolution for the increases that we provide for, for instance, $40 million in the disadvantaged, $10 million in the work-study program. Isn't that true?

Dr. Alford. I am trying to think how the resolution reads—last year or as budgeted.

Mr. Meeds. It reads the "budget or the last year's appropriated amount."

Dr. Alford. If that is the case, then it would be possible to revise the budget.

Mr. Meeds. Have you studied this possibility in the Office of Education?

Dr. Alford. This has not been suggested as a possibility to us.

Mr. Meeds. Do you think it is a realistic possibility?

Dr. Alford. Internally, no, I do not think so at the present time.

Mr. Meeds. And it is a fact that of all five of these programs you only suggested funds for two of them in fiscal 1970, isn't it?

Dr. Alford. That is correct.

Mr. **Meeds**. And you didn't really suggest for one of them, one of those two, any additional funds? Did you suggest additional funds for the teacher training program?

Dr. **Alford**. Well, this is listed. Of course, it is grouped. All the appropriation under EPDA is listed as one sum of money and this is a part of it. It is additional in that sense.

Mr. **Meeds**. Have you any earmarked funds in EPDA for vocational education training and vocation administrative training, specially earmarked?

Dr. **Alford**. I guess the way it is handled, no funds are specifically earmarked for any purpose under that program.

Mr. **Meeds**. Well, wasn't it the intent of Congress by enacting this as an amendment to the EPDA that that specifically is what should happen, that is why we did it?

Dr. **Alford**. I think we recognize the obligation to provide funds for vocational education purposes and will do so.

Mr. **Meeds**. Are you providing any more funds in fiscal 1970 for teacher training and administrative training under EPDA for vocational education than you had for fiscal 1969?

Dr. **Alford**. I would have to examine the internal working documents on this. I would hope so.

Mr. **Meeds**. Mr. Chairman, I ask unanimous consent that he be given an opportunity to answer this question in writing.

Dr. **Alford**. I will be happy to.

Mr. **Meeds**. And submit it for the record. If you have, I am unaware of it.

Dr. **Alford**. I will have to check. This is an internal decision, not one that is legally earmarked.

(The table follows:)

VOCATIONAL-TECHNICAL EDUCATION PROGRAM: EPDA—PARTS D AND F

Activities	1969			1970					
				Total request			Program based on present budget		
	Number of projects	Participants	Funds	Number of projects	Participants	Funds	Number of projects	Participants	Funds
Leadership awards (fellowships)				15	521	$3,729,909	9	160	$1,450,000
Inservice, exchange programs, institutes	19	849	$2,162,832	202	22,081	29,784,373	25	3,825	3,850,000
Continuing—Renewal projects				8	200	1,258,351	4	70	450,000

Mr. **Meeds**. And I am frankly amazed at your statement, Dr. Alford:

> Funding for the special program for the disadvantaged was not requested by the administration for fiscal 1970 basically because of the extensive redirection of money to the disadvantaged required under the new state plan programs.

What extensive redirection is there under the State plan?

Dr. **Alford**. I think Dr. Venn will talk more about this, but you have your 15 percent set aside there.

This is one of the purposes that was supposed to be fulfilled under the old act of 1963, but as the chairman indicated, we have not done enough in this area and the percentage has been closer to 1 or 2 percent than it has to the 15, and we think this redirection of the additional 13 percent is a substantial increase.

Mr. Meeds. Well, as I recall the suggestion for fiscal 1970 by the administration, it was $248 million.

Dr. Alford. That's right.

Mr. Meeds. All told. Now, that is about $31 million less than the appropriated amount for fiscal 1969, isn't it?

Dr. Alford. What was that?

Mr. Meeds. That is about $31 million less than the appropriated amount for fiscal 1969?

Dr. Alford. The figures I have for fiscal year 1969, if we take the total, was $248 million for the appropriation. For the Nixon amendments the budget request was $279,216,000. It is actually an increase of $31 million.

This is for all of the vocational education program.

Mr. Meeds. Are we including the Smith-Hughes and the other vocational education program in the 248?

Dr. Alford. Yes.

Dr. Venn. Smith-Hughes money is in both figures for 1969 and 1970.

Dr. Alford. 248 and 279 would be comparable figures.

Dr. Venn. The State grant money in 1970 was slightly less than it was in 1969, and the additions came in the new parts of the program.

Mr. Meeds. This is precisely what I am trying to get at. The State grants for fiscal 1970 are less than they were in fiscal 1969, isn't that correct?

Dr. Alford. That is correct.

Mr. Meeds. How are you going to have an extensive redirection of funds when you are actually appropriating less and requesting less in fiscal 1970 than you are in fiscal 1969?

Dr. Alford. Well, the difference was only $3,880,000 out of $230 million and, obviously, if you take an additional 13 percent from $230 million, you are adding something in the range of $30 million.

Mr. Meeds. So then you are proposing this by taking away from ongoing programs?

Dr. Alford. This, of course, is the difficulty which I think Dr. Venn comments on in his testimony in redirections when you are dealing with the same amount of money.

Mr. Meeds. Is that what you are suggesting?

Dr. Alford. This is what we have suggested; yes. That is what we have done.

Mr. Meeds. So that in addition to not suggesting the funding of any of the new programs except one, which was "Curriculum development," as I recall, $2 million, you are suggesting for fiscal 1970 and have suggested less money for the State grants than you had in fiscal 1969.

Dr. Alford. Let me mention that of the new programs in vocational education we have only funded the teacher training, homemaking, curriculum development, innovative programs, and cooperative education.

Mr. Meeds. They are not programs we are considering in this bill this morning?

Dr. Alford. Only the curriculum development and teacher training.

Mr. Meeds. I will be perfectly frank that doesn't look like very much forward momentum to me, Dr. Alford. Is there any reason for this committee to believe that you are going to suggest funding of programs in fiscal 1971, which you didn't in fiscal 1970? Let's be real frank here.

Dr. Alford. Of this list of programs, no. I don't know that there is any reason the committee should assume this since you normally build your assumptions on past trends—with the possible exception of the education for the disadvantaged. I think there is a strong interest in this area on the part of the administration and certainly within the Department and the Office of Education.

Mr. Pucinski. I presume you are also going to ask for money for curriculum development.

Dr. Alford. Well, let me comment on that, Mr. Chairman, there are other areas which might be considered for consolidation. While I wouldn't want to bind us to anything that is going to happen, one of the things that is being discussed is, for example, the relationship between curriculum development, research, teacher training, and innovative programs. I think there is something to be said for getting all of those things together so that one feeds into the other. They are all closely related, and we are taking a very careful look to see if there is any better way that we can do this. We might be proposing, under our proposals that come forward, to fund curriculum development in a different way than is currently proposed.

But I don't think we would give up the idea of curriculum development.

Mr. Meeds. You don't think you would give up the idea of teacher training?

Dr. Alford. I am sure we would not.

Mr. Meeds. You don't think you would give up the idea of disadvantaged?

Dr. Alford. That's right.

Mr. Meeds. So that is three of these programs that we are talking about. Is there any reason to believe that you will do anything about the residential vocational centers?

Dr. Alford. I think, as the chairman indicated, that this is tied to the Job Corps or the "mini-Job Corps" concept, the skill training which is in the Department of Labor, and new manpower bill. We have a number of complications there. I have no reason to think we will necessarily do anything in that coming budget.

Mr. Meeds. And work-study, you mentioned something earlier about the possible combination of that.

Dr. Alford. With cooperative education. And we are, of course, asking for funding for cooperative education this year and I think under the concept if we had consolidated, we would certainly want to include the work-study.

Mr. Meeds. You have cooperative education in your proposed budget?

Dr. Alford. Yes, sir.

Mr. Meeds. How much?

Dr. Alford. $14 million, I believe. Yes, $14 million. And this is also the House allowance.

Mr. Meeds. Well, I tend to agree with my colleague from Minnesota, that the chances of your coming forward with a proposal within time for the Congress to really act on it and extend these programs for a period, a test period, until we get some kind of results from these programs, is highly unlikely and that we probably, Mr. Chairman, should push ahead with this extension.

Mr. Pucinski. Dr. Venn, would you like to continue your statement on this?

Dr. Venn. As you suggested, I will try to summarize the major points I am presenting to you. I certainly appreciate the opportunity to appear before the committee and speak to the operation of the amendments at this point.

You know the amendments were enacted and signed by the President October 16 and the problem of time was immediately paramount in everyone's concern. Following enactment we had a meeting of all State directors and all the regional bureau directors to discuss what should be done.

I think it is fair to say cooperation of the States at that time was excellent and continues to be so, and I think we are getting a redirected vocational effort. The executive secretary of the Association of State Directors has commented to this point and it is in the record here.

On the basis of the State's plans that we received, it is estimated we will have 8,543,000 people in the vocational education program in 1970 and total expenditures of $1,318,497,000 of Federal, State, and local funds.

The matching ratio of State and local funds to Federal funds is growing on the basis of State plans from $3.47 for each Federal dollar in 1969 to $4.53 in 1970, so the States are definitely interested, definitely concerned, and definitely moving.

Mr. Pucinski. How do you account for that, Dr. Venn?

Dr. Venn. Well, I think there is no question about the comments that you made earlier about the need for these kinds of skills and occupational career development in terms of industry needs and shortages as well as the relevance of education at the secondary level is what keeps many youngsters in school.

I think local administrators and State educational leadership as well as business and labor are recognizing this and are willing to invest their own money as well as accept Federal funds.

Mr. Quie. Do you have a breakdown of the 8,543,000 people?

Dr. Venn. Yes, sir.

Mr. Quie. Who are enrolled, how many are high school age, how many would tend to be young people of the postsecondary age and how many are adults?

Dr. Venn. We have that. In my testimony, Mr. Quie, is a breakout of disadvantaged at the various levels—secondary, postsecondary, and adult.

I might say in implementing the new act, we brought in State directors, local directors, business leaders, other school officials, and labor leaders as well as people from the Bureau of the Budget and other parts of Government, and set up a series of reviews of rough drafts of the regulations which went to the States on January 29.

Then we held 10 national conferences on various parts of the act that were new and on the State plan part of the act as well. These conferences were attended by 1,700 individuals and these were the best people that we could find in the educational field, business field, labor field, community leaders, who are knowledgeable in these areas. These conferences then reported out guides for program development.

For instance, this is one on research which we have made available to the States.

The National Advisory Council had a special committee assigned to the task of reviewing the regulations and guidelines as we went along. They made substantive recommendations and substantive changes were made.

We then immediately started on State plan guides, and held, after a draft that was developed, nine regional meetings. In each of the regions we invited the State directors, local administrators and superintendents, business and labor leaders to attend these meetings to review the approaches to the development of State plans.

I think it is fair to say that we received excellent cooperation. The States are really making real efforts, but I think it is also fair to say "under very difficult circumstances" in terms of redirection of funds and, in effect, having to take money from certain clientele to meet the set-asides for disadvantaged and handicapped and postsecondary which the law calls for. There have been difficulties in doing this, but I think the State's action has been excellent.

As of today we have received plans from 53 States. We have yet to receive plans from Samoa, Guam and West Virginia. We have sent letters to the States on the basis of our review of these plans, done by a committee of regional persons and members of the staff. These plans came before the Division director as well as myself for final discussion. We have requested revisions and have received revisions and clarification on the review we sent to the State.

As of today, there have been 33 State plans approved. We have pending six other State plans which have been revised following our review.

Mr. QUIE. What are the other 18 doing?

Dr. VENN. They have received our reviews of their plans, indicating deficiencies and clarifications needed, and are in the process of sending them back to us. So that in terms of the time factor and all, I think progress has been made.

Let me say a few words about the advisory council, which Mr. Calkins and members of the council will testify to here today. They met first on February 13th, here in Washington, and they have had five additional meetings plus six subcommittee meetings as well, and have now employed a director, Mr. Dellefield, who is here this morning. They are now in the process of planning a future meeting of all State advisory council chairmen and contacts are being made with them.

It is a working council and I want to make very clear it has been most valuable to the Office of Education. They have come to us objectively with no strings attached to anyone and said, "Here is what we think, here is what we believe," and it's very helpful. All of the States have appointed advisory councils and at this time some 60 percent of the States have budgeted for an executive officer.

The allocation of funds in the States under the budget means that the majority of the States will receive only $24,154 for fiscal 1970 and this has worked a hardship. In many cases they have had to rely on State staff or employees of State boards to work for them and have not had the independence that they really deserve.

In terms of the program plans for 1970, I think our State plan is really becoming a planning document rather than an attempt to meet some legal kinds of qualifications. The plans on the whole are good.

I would like to cite some typical examples of redirection.

In Illinois—and we pick out three major cities here to indicate what happened—in 1969, 17 percent of the Federal vocational funds went to Chicago, which has approximately 50 percent of the population of the State. The State plan for 1970 calls for 48 percent of those funds to go to the city of Chicago.

Michigan, where 21 percent of the State allotment went to Detroit and had 32 percent of population in 1969, in 1970 is 25 percent.

In Georgia, the 1970 allotment is 22 percent of the Federal funds to Atlanta, which has 22 percent of the State population. So there has been a redirection as the Congress called for in terms of those areas with high dropout rates—

Mr. **Pucinski**. Do you know offhand what Atlanta received previously?

Dr. **Venn**. I can submit that for the record.

Mr. **Meeds**. May I ask a question?

Mr. **Quie**. Let me know as to Minneapolis and St. Paul, too.

Dr. **Venn**. What I have done here is just pick some statistics to illustrate to the committee, and we do not have specific data on this. We have these, and we will be happy to supply that for the committee.

Mr. **Meeds**. Could I also ask that Mr. Venn supply for the record not only the shifting of Federal funds, but the shifting of State funds. For example, if in 1969, 17 percent of the Federal vocational funds went to Chicago which had approximately 50 percent of the State's population, and today 48 percent of the Federal funds are going, if they decreased the State funds which are going to Chicago and shifted that downstate, it is rather meaningless.

Dr. **Venn**. This has not happened because the law has a maintenance of effort clause. So this has not happened and generally the State funds are flowing with the Federal funds on the basis of the criteria set up in the law.

(The information follows:)

DISTRIBUTION OF VOCATIONAL EDUCATION FUNDS: FEDERAL, STATE, AND LOCAL

	Percent of State population	Percent of Federal funds		Percent of State and local funds			
				1969		1970	
		1969	1970	State	Local	State	Local
Chicago, Ill.	50.0	17.0	48.0	17.4	22.0	50.3	28
Detroit, Mich.	32.0	21.0	25.0	22.3	26.5	25.0	(2)
Atlanta, Ga.	22.0	20.0	22.0	54.0	22.0	54.0	22
Minneapolis, Minn.[1]	13.5	7.4	6.4	10.8	10.3	(2)	(2)
St. Paul, Minn.[1]	8.8	5.4	4.8	10.4	8.5	(2)	(2)

[1] Pt. B funds (basic State grants) only, since comparable data on other programs (which is included for Chicago, Detroit, and Atlanta) is not currently available.

[2] Information not available.

Mr. PUCINSKI. I might advise the committee one reason why this figure is so much higher is that Sherwood Dees, our State director, who is doing an excellent job, is now going to fund programs at the high school level per child to each high school that provides occupational orientation courses. I believe he is also applying this to some elementary schools, which indicates the forward thrust we are trying to provide for some job orientation which we have never had before and I think that this is a great incentive for high schools to become more interested in occupational training.

Dr. VENN. I might say all States have not been extremely happy with our original review of the State plans.

Mr. MEEDS. We have heard about that.

Dr. VENN. Yes, sir. I will say that one of the State directors, for example, told me as we reviewed the material that we have done more real planning and made more beneficial changes in vocational education in our State in the last 30 days than we have made in the previous 15 years. This is just one man's opinion and I know that the legislation that Congress has passed is having this desirable effect.

I want to make plain we have not yet reached where we should be. There is no question.

Mr. MEEDS. Mr. Chairman, may I say at this point this is one of the best pieces of news I have heard in a long time. It indicates to me that this act is being administered in a way that we intended that it be administered, because these were some of the most disconcerting things we found in our hearings last year, the imbalance of the allocation of vocational education funds to areas of high unemployment, high dropout. In other words, the core cities, in many instances, so I am very gratified to hear what Mr. Venn has just told us.

Dr. VENN. I appreciate that and I say again there is the problem, however, of commitments that have been made and developed over a long period of time where the States are having real difficulties and it hasn't been easy and I think they deserve credit.

On the following pages I have indicated the comparison between fiscal 1969 and 1970 in terms of Federal and then State and local expenditures. You will note that the State and local expenditures have increased tremendously between the 2 years.

Mr. PUCINSKI. I think that the most significant change here is in the disadvantaged category.

Dr. VENN. Yes, sir.

Mr. PUCINSKI. For 1969, at the secondary level you have 257,000 and that just up to 491,700, almost double. And at the postsecondary, which is very encouraging, now you are opening up opportunities for the disadvantaged to get into the paraprofessional fields with the postsecondary jumping up from 23,000 to 33,000, or a 33-percent increase.

What impresses me also is the adult education program where you go from 25,000 in 1969 to 108,000 in 1970.

Now, if this act has done nothing else, it has helped open doors for this particular category and I think you have done a great job in prodding them along. This will mean a substantial savings to the taxpayer 3 or 4 or 5 years from today when those who are in this program are not going to be unemployable, but rather they are going to be participating in the full stream of the Nation's economy.

So I am tremendously impressed with these figures.

Dr. Venn. I hope that we will be able to substantiate all of these and maybe improve on them when we get the final reports in.

I comment a little further in my next item in terms of the reporting system. We are completely restructuring our reporting system for vocational education and we will be soon going out to the States with a new reporting system which is based on the legislation and recommendations of the Advisory Council, which we hope will give us information on where the money is going, what is happening to it, who the recipients of the funds are, and program developments.

Mr. Quie. Are some of these disadvantaged taken care of under some other programs, for instance, MDTA, where vocational education has a responsibility, or are these only the enrollments where——

Dr. Venn. These are only enrollments under vocational education. Manpower institutions which we operate are not in here and if they are in that program, they are not eligible for ours or vice versa.

We are redesigning the reporting system so we can secure better information. In this we work with the States. They have recognized the need for different kinds of information and have been willing to move in this direction.

Mr. Pucinski. Also whether this represents a substantial increase in the number of classes and classroom facilities?

Dr. Venn. Yes. We will have the enrollment data and fiscal data and we hope to have program outcome data in terms of people and where the money is going. It is a major change because under the old acts, Smith-Hughes and George Barden Acts, we were required to report to you in terms of certain occupational categories, and we are trying to design a system to tell the Congress and administration what kind of people are being served and what the developing programs are.

Mr. Quie. If the basic grants for fiscal year 1970, instead of being $237,497,000, turn out to be, say $100 million more, what will happen to all the other figures? Will the State and local funds change? Will enrollments change?

Dr. Venn. I think there is no question that enrollments will change. They will definitely increase because these data are limited to the budget figures. They are not based on any additional dollars which Congress might appropriate and the administration might spend. So there is no question they would be increased.

I think one of the major increases would come in terms of more money into the disadvantaged and into these areas because of the nature of the formula and criteria in the law, which spelled out where the dollars were to go. I think they would have further impact on these questions.

Mr. Quie. What about State and local funds?

Dr. Venn. Well, I don't think, Mr. Quie, that there would be any major increase in State and local funds at this time. However, this is just a judgment based on the timing of State legislative appropriations, and so forth. But in all cases they are well overmatched on the 50–50 requirement.

Mr. Quie. Some are way overmatched.

Dr. Venn. Yes, sir.

Mr. Quie. But there may be some that are close to just being matched.

Dr. Venn. It varies from State to State. I can report this. In 1968 when we were given transfer money from OEO late in the year for the work-study program, there were local funds provided immediately. So I think this could happen as well. But as to what degree, I wouldn't want to predict.

This comment on the evaluation that we plan this year with the dollars in the budget. Based on our experience to date with the new act, we plan to make the following kinds of studies: A study of impact of the new State plan funding requirement on program change—actually to make an intensive depth study to determine what program redirection has taken place. We hope to do some followup of our graduates of adult programs to find out what is happening to them, what kinds of jobs they are getting, where they are going, and at what level they are entering the labor force rather than entry skill, rather than terms of higher career type of entry.

We hope to analyze the effect of resources allocated to programs and services for disadvantaged and handicapped. Since this is a first-year major thrust, we want to look at these very closely so we will have a basis for making changes and recommendations for improvements.

Survey and analysis of the State and local planning, evaluation and reporting systems because we think if we can get on this immediately and find out where there are weaknesses in the reporting system we will make this change before it gets into any kind of structure. We hope, of course, to develop and continue national and regional workshops involving State supervisors, so that we can work together and make this a joint effort—Federal, State and local—in much more effective ways than we have at this point. A particular study of the special needs and availability of postsecondary education, including facilities, provisions, for new and emerging occupational areas, and funding patterns that appear to need strengthening and improvement.

In my prepared statement I comment briefly on curriculum. I outlined, here, what we plan to do with the curriculum money. We intend to spend half at the postsecondary level in new emerging occupational areas. because this is the area in which the commercial interests do not get into because there is no market and we heretofore have not had funds.

These funds will allow us to move into laser technology, the field of underwater and oceanography, which is a rapidly growing field, paramedical field, the health field, and the persistent growing demand in the whole social services area.

At the secondary level I am particularly interested in curriculum materials which cover the broad construction trades with special emphasis on the disadvantaged and those who are having difficulty.

And then I just have a short comment on the vocational education goals which we feel are something to think about in terms of the 1970's.

Dr. Seymour Wolfbein from Temple University recently completed a study for the U.S. Chamber of Commerce. The following are some of his predictions:

By 1975, 1.5 million jobs will be needed each year to absorb the rise in the labor supply; and these essentially are going to have to come in the new emerging occupations. There will be 1 million less people aged 35 to 44 in the labor force in 1975 than in 1965, but there will be 8.75 million more people aged 25 to 34 in 1975 than in 1965. These are the people that are in our high schools right now or entering our high schools. There will be a phenomenal increase of more than 50 percent in the number of nonwhites in the early 20 age group. These are the young people who are now in the junior high schools and in our high schools.

He said that by 1975 the professional and technical fields will exceed the skilled craftsmen and the amazing fact is, I think he said that unskilled labor job opportunities will fall below 5 percent of the total labor force, which means that everybody has got to have some kind of occupational skill as well as a higher level of education.

The goal for vocational education in the 1970's is to at least double the enrollment in vocational and technical programs and to offer some occupational information and work experience to all secondary students, including those enrolled in college preparatory programs to give them some understanding of the total nature of the options that are available in terms of a man's career, in terms of the dignity of all men in our society. We believe that this should prevent some of the problems that would otherwise occur in the 1970's, if we can move forward in this way.

Thank you very much.

Mr. **Pucinski.** I want to congratulate you, and, Dr. Alford, I hope you will convey this to the Commissioner, the excellent method in which you tackled this whole problem right after we passed the 1968 act by summoning the State meetings, the regional meetings. I have attended some of those meetings. I was impressed with the enthusiasm of the people that attended them and I am impressed with the finished product. I want to congratulate you for going into the field in small panels and learning their views and in developing guidelines rather than have somebody here in Washington sit down and say this is what we ought to have.

I think this has given the whole vocational education profession a huge uplift. As I travel across the country and I talk to vocational educators, they are very excited about the future. They were very depressed a few years ago. I think you have done a very good job in the short time that you have had to work with this and I think your statement reflects the fact that we are moving forward. I am impressed with the things in your statement.

In your statement you say:

> We hope to provide elementary teachers with information to allow them to infuse occupational concepts and attitudes in the curriculum at that level.

Last year when we were holding hearings on the vocational education bill, we found that the germ of a dropout begins about at the age of 12 in the sixth grade level and if we can capture this youngster's imagination at that age level, I think we can carry him through to high school graduation.

I think it is very important that you have recognized this and that you are now moving in that direction.

We have talked about it, but you are implementing it and that is very reassuring to me. I am also impressed with your closing statement, that you wish to offer some occupational information and work experience to all secondary students, including those enrolled in college preparatory programs.

You have heard me say time and again my great dream is to have every American youngster graduate with a marketable skill. Whether he uses it or not is not important. The fact that he does have a fallback position, if he needs it. Most of the young people going to college now need some form of supplement employment to see their way through college.

One of the most disturbing and distressing things for me is to see a college student walk into my office and say, "Congressman, can you help me get a job during the summer to help earn some money to pay my way through college?" And I say, "I think I can, but what can you do?" And he gives you that blank look and shrugs his shoulder and says, "Nothing."

So the fact that you are planning to give every high school youngster some exposure to job skills is to me not only encouraging, but most rewarding. It shows that the efforts of this committee are really being implemented down range.

I want to congratulate you for a tremendously good job.

Dr. VENN. Thank you, sir. Let me say I hope it has been helpful, but there have been an awful lot of other people in the Office of Education and State departments of education who should receive credit.

Mr. PUCINSKI. Every good team needs a quarterback and you have done a good job in quarterbacking this thing to pull these forces together. For the first time we are starting to see some meaningful concepts in education which hopefully by 1975 can help us out of some of the problems we are in now.

Dr. VENN. If you still say this next year when we come back with the results, I will be very pleased.

Mr. QUIE. What would you estimate, Dr. Venn, would be the cost of providing for doubling the enrollments of vocational and technical programs and offering occupational information and work experience to all secondary students?

Dr. VENN. I would not want to give a figure, but I would be glad to supply an estimate for the record.

I think that the cost is certainly not proportional to the numbers, because if we expand and develop a real relationship with business and industry in cooperative education and work experience kind of program, this should not be very expensive. We will be glad to make an estimate for you, but I couldn't say here.

I think it will be considerably more, but certainly will not be proportional in terms of numbers.

(Information and estimated cost follows:)

COST OF DOUBLING THE ENROLLMENTS IN VOCATIONAL AND TECHNICAL PROGRAMS AND OFFERING OCCUPATIONAL INFORMATION AND WORK EXPERIENCE TO ALL SECONDARY STUDENTS

Factual information on which to develop costs is difficult, if not impossible, to find. However, the following are some estimates for your consideration:

1. Estimated total cost for doubling enrollments in vocational and technical education—$2,885,882,334.

In fiscal year 1970, it is estimated that 8,543,000 people will be enrolled in vocational eduction under the Basic State Grant and Consumer and Homemaking Education Programs and that total expenditures for these programs will be $1,442,941,167, including State and local matching funds. On this basis, it would cost a total of $2,885,882,334, to double the enrollment in regular vocational education programs. Funds for students participating in Cooperative Education. Work-Study, or Exemplary Programs would be in addition to this amount. The figures do not include persons who are enrolled in vocational education programs that are not supported with Federal funds, nor do they include State and local funds for vocational education which are not reported as matching funds.

2. Estimated cost of providing occupational information for all secondary students—$104,434,800.

This estimate is based on the assumption that the amount needed to provide occupational information for secondary students should be 1% of the total expenditures for secondary education. With an estimated average expenditure per pupil in average daily attendance of $696 and an estimated enrollment of 15,005,000 in secondary schools, total estimated expenditures would be $10,443,480,000. One percent of $10,443,480,000 equals $104,434,800.

3. Estimated cost of providing work experience for all secondary students—$750,250,000.

Assuming that one-fourth of the students enrolled in secondary schools (15,005,000) are provided work experience each year and that work experience costs an average of $200 per student per year, the annual cost would be $15,005,000 divided by 4 equals $3,751,250 times $200 equals $750,250,000.

This does not include funds to pay students for work under work study programs.

Total estimated cost for these three items is $3,740,567,134.

Mr. Quie. That would be helpful if you could so we can make our judgment as to what share of that the Federal Government ought to be funding and aim in that direction.

What about the reorganization of the Office of Education? What has that done to vocational education?

Dr. Venn. Well, the present organization provides for a Bureau of Vocational and Technical Education. It puts the vocational and technical education on the same level as the other bureaus such as Higher Education and Elementary and Secondary.

Implementation of that reorganization is still going to take a while to work out and I would say that this recognition of vocational-technical education is a good thing.

Mr. Quie. You were in a bureau before, but with some others; is that right?

Dr. **Venn**. Yes; we have the Division of Adult Education, and the MDTA institutional program which we administered, and we also have Public Library and Educational Television and Adult Civil Defense Education. How the final breakout of these parts will come, I am not certain.

Mr. **Quie**. You don't know exactly which one will be dropped?

Dr. **Venn**. Well, there is a proposal for a new Bureau of Library and Education Technology.

Mr. **Quie**. You know that will be dropped?

Dr. **Venn**. That will be a separate bureau. And there has been some discussion of a future Bureau of Continuing Education which would be broad in a sense of all of the kinds of continuing education which are needed today.

Mr. **Quie**. That would remove the adult education possibly from——

Dr. **Venn**. Certainly at least the title. A part of higher education probably.

I would hope that adult basic education, the literacy training, which the law says is aimed at employment, would be tied with us. We are making close ties in our adult basic education program and MDTA institutional program where the adult basic State grant for literacy picks up the literacy training while they are actually getting the skilled training. We hope then there is a natural bridge built from literacy to skills to employment.

Mr. **Quie**. You quoted from Dr. Wolfbein's study and said, "There will be a phenomenal increase of more than 50 percent in the number of nonwhites in the early 20's age group."

What kind of increase was there in the whites? Are the nonwhites more prolific than the whites or the same kind of an increase?

Dr. **Venn**. I think it is a distribution in the age groups, I don't know, I couldn't answer that, Mr. Quie. But the point in concluding this was there is going to be a large number of nonwhites enter the labor market before 1975, a proportionately higher rise there because of the nature of the unemployment of the blacks to nonwhite, which is running about 28 percent between—well, over 30 percent between the 16- and 22-year-olds.

This is specifically a problem and I include this in the statement from his study, indicating here is a real need we have to look at and be very responsive to it, it seems to me.

Mr. **Quie**. All right, it just looks like the nonwhites are more prolific than the whites, the way you said it.

Dr. **Alford**. I think that is probably true in the recent years with the birth rates.

Dr. **Venn**. I will be glad to follow up with that and clarify the record, if you wish.

Mr. **Quie**. In other words, they aren't using the pill like the whites?

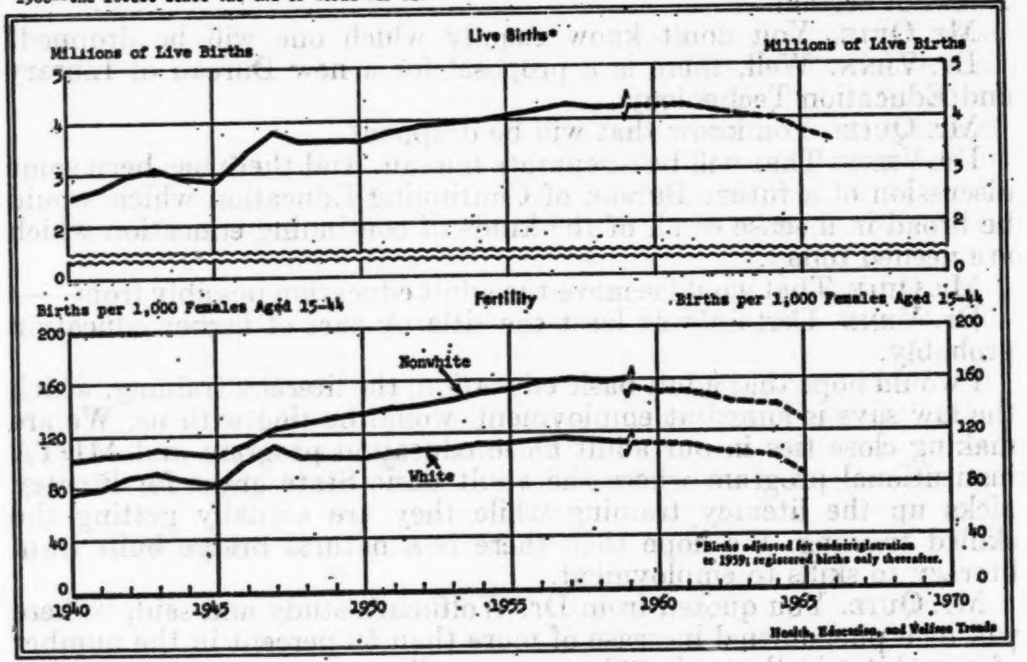
Dr. **Venn**. I don't know.

(Comparison table follows:)

Health Education and Welfare Trends 1966-67 Edition.

BIRTHS—TOTAL

The number of live births in 1966 (3.6 million) was at the same level as in 1950, when the population was substantially smaller. Thus the birth rate (18.5 births per 1,000 population) was as low as in the mid-1930's, and the fertility rate declined steadily from 122.9 births per 1,000 women 15-44 years of age in 1957 to 91.8 in 1966—the lowest since the end of World War II.



*Births adjusted for underregistration to 1959; registered births only thereafter.

Year 1/	Total live births 2/			White live births 4/			Nonwhite live births 4/		
	Number (000's)	Per 1,000 population	Per 1,000 females 3/ aged 15-44	Number (000's)	Per 1,000 population	Per 1,000 females aged 15-44	Number (000's)	Per 1,000 population	Per 1,000 females aged 15-44
1910	2,777	30.1	126.8	2,401	29.2	123.8	-	-	-
1920	2,950	27.7	117.9	2,566	26.9	115.4	383	35.0	137.5
1930	2,618	21.3	89.2	2,274	20.6	87.1	344	27.5	105.9
1935	2,377	18.7	77.2	2,042	17.9	74.5	334	25.8	98.4
1940	2,559	19.4	79.9	2,199	18.6	77.1	360	26.7	102.4
1945	2,858	20.4	85.9	2,471	19.7	83.4	388	26.5	106.0
1946	3,411	24.1	101.9	2,990	23.6	100.4	420	28.4	113.9
1947	3,817	26.6	113.3	3,347	26.1	111.8	469	31.2	125.9
1948	3,637	24.9	107.3	3,141	24.0	104.3	495	32.4	131.6
1949	3,649	24.5	107.1	3,136	23.6	103.6	513	33.0	135.1
1950	3,632	24.1	106.2	3,108	23.0	102.3	524	33.3	137.3
1951	3,823	24.9	111.5	3,277	23.9	107.7	546	33.8	142.1
1952	3,913	25.1	113.9	3,358	24.1	110.1	555	33.6	143.3
1953	3,965	25.1	115.2	3,389	24.0	111.0	575	34.1	147.3
1954	4,078	25.3	118.1	3,475	24.2	113.6	603	34.9	153.2
1955	4,104	25.0	118.5	3,488	23.8	113.8	617	34.7	155.3
1956	4,218	25.2	121.2	3,573	24.0	116.0	645	35.4	160.9
1957	4,308	25.3	122.9	3,648	24.0	117.7	660	35.3	163.0
1958	4,255	24.5	120.2	3,598	23.3	114.9	657	34.5	160.5
1959 (Adj.)...	4,295	24.3	120.2	3,622	23.1	114.6	673	34.2	162.2
1959 (Reg.)...	4,245	24.0	118.8	3,597	22.9	113.9	647	32.9	156.0
1960	4,258	23.7	118.0	3,601	22.7	113.2	657	32.1	153.6
1961	4,268	23.3	117.2	3,601	22.2	112.2	667	31.6	153.5
1962 4/	4,167	22.4	112.2	3,394	21.4	107.5	642	30.5	148.8
1963 4/	4,098	21.7	108.5	3,326	20.7	103.7	639	29.7	144.9
1964	4,027	21.0	105.0	3,369	20.0	99.8	658	29.2	141.7
1965..........	3,760	19.4	96.6	3,124	18.3	99.9	63[illegible]	29.1	133.9
1966(p).....	3,629	18.5	91.8						

Source: U.S. Department of Health, Education, and Welfare; Public Health Service, National Vital Statistics Division; annual *Vital Statistics of the United States* and *Monthly Vital Statistics Report.* 1/ Data include Alaska beginning with 1959 and Hawaii beginning with 1960. 2/ Adjusted for underregistration through 1958; both adjusted and registered for 1959; registered only beginning with 1960. For years prior to 1933 includes adjustments for States not in the birth-registration area. Rates are based on population residing in area, enumerated as of April 1 for the census years 1940, 1950 and 1960 and estimated as of July 1 for other years. Beginning with 1951, data are based on a 50-percent sample of births. 3/ Live births per 1,000 females aged 10-14 years have fluctuated between 0.8 and 1.0 since 1950.
4/ White-nonwhite data exclude New Jersey, which did not require reporting of the item.

Mr. **Quie**. The last question I have is the results of the national conferences and you have the one booklet there. Is there a similar——

Dr. **Venn**. Yes; we will have some. This is a guide for development of curriculum. I have another one. This is on the National Conference on Cooperative Education. We hope to have in the hands of the States very shortly the law, the regulations, the guidelines, and then these which we are calling program guides which are put together by the best thinkers and saying here are some ways you can conduct cooperative education, some specifics, and here is how you proceed and the same way with work studies and any of these other programs.

Mr. **Quie**. I would like to see them, too. You may have sent them to my office already and I have not seen them, because that wouldn't be the first time that happened. If you haven't already sent them to us, those of us on the subcommittee——

Dr. **Venn**. Yes; I would be happy to send them to you.

Mr. **Quie**. I would like to see what they said on residential facilities.

Dr. **Venn**. Yes, sir.

Mr. **Pucinski**. Dr. Venn, I would like you to submit the completed program guideline booklets to the committee, and without objection they will be printed at the conclusion of today's testimony, Mr. Meeds?

Mr. **Meeds**. Thank you, Mr. Chairman.

I, too, would like to commend you, Mr. Venn, and even back down on some of things I said a little bit to Dr. Alford about this redirection. It appears you are achieving redirection of funds even though you had less.

So, my commendations on new paths in vocational education and, as I said before, I think these are the new paths that we sought when we enacted the amendments of 1968.

I am impressed by the number of conferences which you had and I would like to ask you what types of people attended these conferences? For instance, did you have people from the employment security agencies there?

Dr. **Venn**. Yes, sir, we did. In the national conferences we tried to find people across the country from labor, the Labor Department, and other Government agencies who were particularly knowledgeable and concerned with these problems.

Then we went to the regional conferences where these materials were available. We drew in the State employment services people, the OEO people, the educational people, the business people, the labor leadership.

Mr. **Meeds**. How about students?

Dr. **Venn**. Yes; there were students. Particularly, we had a number of students at the conference on disadvantaged in Atlantic City and they met with the group and talked with them. I don't think we did as well as we should have on that, now that you bring it up.

Mr. **Meeds**. Did you have labor union officials there?

Dr. **Venn**. Yes, sir; we had union leadership there, members of the National Advisory Committee from the AFL–CIO.

Mr. **Meeds**. What has been their comment, just generally, on the new directions we are taking, that you are taking in vocational education?

Dr. Venn. Well, I guess I could not refer, Mr. Meeds, to a specific person on this. But in discussing this with several of them, there seems to be support for the new directions. I think I could say without qualification that they recognize the need for this.

Mr. Meeds. Some of the problems we see arising, for instance, in the city in my State, in Seattle, with the building trades after occasions, are there building trades people on your National Council?

Dr. Venn. Yes. Mr. Finley Allen, who is a carpenter, and Mr. Hank Brown from Texas, a plumber, who is president of the AFL–CIO in Texas.

Mr. Meeds. Do you find an unwillingness on their part to accept the role of vocational education or to feel that it unduly impinges upon the old apprenticeship concepts?

Dr. Venn. No, sir; I don't, because a large number of the adult vocational figures in here are apprenticeship adult who are in apprenticeship programs as part of an adult vocational education program.

Mr. Meeds. How much funding have we gotten and I don't recall for the State advisory councils?

Dr. Venn. I think——

Mr. Meeds. Around $24,000 per State.

Dr. Venn. Well, the $24,000 figure is what went to most of the States and was based on the budget allowance of $1,680,000. We distributed this on the ratio basis the same way that the law spelled out, no State should receive less than $50,000 nor any State more than $150,000, so we distributed the amount in the budget on that basis.

Mr. Meeds. There are occasions that the State advisory councils have had to depend almost entirely on the State educational agency or the agency prescribed under the act as the sole agency for vocational education.

Have the councils had to depend on those agencies for staffing, for information gathering and have not had much staff of their own or much funds with which to operate? Have you had any comment on this?

Dr. Venn. Yes, sir; we have found this to be true and we have had that comment made to us by many of the States. In my testimony I indicated this was one of the problems, limitation of $24,000 to the small States which have to do the same job of State planning that the large State does, really. And the advisory councils, we are told, are finding this a difficult problem.

They are relying on States and the cooperation is good, but they do need to do what Congress has asked them to do. They feel additional money is needed.

Mr. Meeds. You feel this is a healthy situation where the Advisory Council is unduly dependent upon the State agencies?

Dr. Venn. Well, certainly not. I think the independence of the Advisory Council is necessary. It allows the State operating agency to sit down with a group of people who are not responsible to it and, my feeling is, if you can't convince that kind of group of people of the need for what you are doing, that may be the best kind of evaluation you can get before you launch on any program——

Mr. Meeds. To your knowledge, how are the States now under these new plans you are getting and approving dealing with the disadvantaged problems, and I asume it is in a variety of ways, but are most of them simply allocating more dollars per student in areas of high unemployment, high dropout, or are they, on surveys, putting more funds in schools that are in ghetto areas, or how are most of them attacking and how are you earmarking? How do you say, "Yes, we are providing 15 percent for the disadvantaged"?

Dr. **Venn**. Well, the State plan calls for identification of the criteria they are using in identifying the disadvantaged. They must spell this out in the State plan. I would say in general the money is going into the areas of high youth unemployment, high dropout rates, and generally I think most of the States are attempting to develop a program which is geared in as part of the regular program and not putting the disadvantaged over here in a separate kind of crippled program, but trying to tie it into a comprehensive program for all of the students. This has been discussed at some length by the Advisory council and at some length with some States.

I could put a little more in the record on that point, if you wish.

(The information follows:)

HOW THE STATES ARE DEALING WITH THE DISADVANTAGED PROBLEMS

Most States have now assigned on a full-time or part-time basis a staff member to work on developing programs and services for the disadvantaged. The States plan to develop such programs for the disadvantaged by working with related agencies such as welfare, correctional, public housing, model cities, compensatory education, and community action. The States have used data which was available from these agencies, as well as any other available data, to locate and identify the various types of disadvantaged. This data has been plotted on maps to locate economically depressed communities, areas where high school dropout rates occur, and areas of high youth unemployment. The States have indicated they will continue to improve and refine data on the disadvantaged, including the use of studies and surveys.

Mr. **Meeds**. Thank you, Mr. Chairman.

Mr. **Pucinski**. Gentlemen, we certainly want to thank you for your contribution here this morning and I must say, Dr. Venn, that in light of your testimony, with all respect to the Bureau of the Budget, I am more determined than ever to recommend the passage of H.R. 13630.

We are on the right track now. As I said at the outset, any changes that you want to recommend as we move along are going to get a full hearing and full consideration by this committee.

Dr. **Venn**. We do have a task force working. In fact, there is a group working on that right now.

Mr. **Pucinski**. I must say I have never been more encouraged than from what I have seen here, Dr. Venn, and I am sure when you give us a full report, it will be even more impressive.

I want to thank you very much and if you want to send us a little memorandum suggesting you want to change your position, that too will be welcome.

Dr. **Alford**. I won't promise that.

Mr. **Pucinski**. Our next witness is Lowell Burkett, the executive director of the American Vocational Association, and I wonder perhaps if we can have the National Advisory Council on Vocational Education, Mr. Hugh Calkins and Mr. Charles Nichols and Mr. Dellefield join us here at the witness table, so that we can move along expeditiously.

Our first witness is Lowell Burkett, the executive director of the American Vocational Association.

Mr. Burkett, we are going to include your statement in its entirety at this point in the record.

(The statement follows:)

Statement of Lowell A. Burkett, Executive Director, American Vocational Association

Mr. Chairman and members of the Committee: We appreciate this opportunity to appear here today in support of H.R. 13630, a bill to extend provisions of P.L. 90-576 relating to vocational education.

Members of the American Vocational Association are grateful to Congress for the support and confidence you exhibited in our profession by unanimously passing the Vocational Education Amendments of 1968. We are pleased that the same bi-partisan effort is again in evidence by the support shown for H.R. 13630.

The purpose of H.R. 13630 is to extend certain provisions of the 1968 Amendments due to expire at the end of FY 1970. Those provisions are for the disadvantaged, [section 102(b)], residential vocational education facilities [sections 152(a)(1) and 153(d)], work study programs [sections 181(a) and 183(a)], curriculum development [section 191(b)], and for training of vocational education personnel (section 555 of the Education Professions Development Act). H.R. 13630 simply provides for extending these sections of the Act for fiscal years 1971 and 1972.

There are three reasons why this bill, H.R. 13630, is important to vocational education at this time:

First, the Budget Bureau is perhaps even now considering items for inclusion in the FY 1971 budget. As you know, this budget will come to Congress sometime early next January. Unless this session of Congress extends those expiring provisions of P.L. 90-576, it will be impossible for the Budget Bureau to even consider funding programs for which no funding is authorized. Unless these provisions of the law are extended, and soon, we will have missed our opportunity for inclusion in the FY 1971 budget. We will then be faced with the same situation that exists at this moment: we have programs authorized, but no funding.

Apparently, the FY 1970 budget for the Departments of Labor and Health, Education, and Welfare will not be finally approved until near the end of this session of Congress. This means that some new programs can not be started until the last few months of the fiscal year, assuming that the Senate and the President sustain the action taken by the House of Representatives. To encounter similar delays next year will simply mean that vocational education cannot be responsive to the mandate given by this Congress to meet the vocational education needs of all persons of all ages of all communities.

Secondly, H.R. 13630 is important because of the new demands for long range planning in vocational education. States and local communities are being asked to make projections of their needs, and to make plans to meet those needs, based on a five year period. While this present bill does not cover a five year period, it does extend certain provisions of the law for an additional two year period. This will make it possible for the state and local communities to have a better degree of certainty as to the extent of the Federal involvement in vocational-technical education.

Thirdly, if enacted, H.R. 13630 will bring a new degree of consistency to P.L. 90-576 in that all provisions of the law which have time limitations will expire at the same time. This will make possible a systematic review by the Congress of the Vocational Education Amendments of 1968.

Turning now to the specific provisions of H.R. 13630, we would like to make the following observations on behalf of the American Vocational Association:

RESIDENTIAL VOCATIONAL EDUCATION FACILITIES

Section 2 of H.R. 13630 amends sections 152(a)(1) and 153(d)(2) of the Vocational Education Act of 1963 by extending until Fiscal Year 1972 the provisions for grants to the States to provide residential vocational education facilities and to reduce borrowing costs for the construction of residential schools and dormitories.

Residential vocational education facilities can serve several important purposes:

1. There are many disadvantaged youngsters, particularly in urban ghettoes and in isolated rural sections, who do not have access to occupational training. Many of these youngsters need to have educational opportunities outside their present environments.

2. Residential facilities can also provide access to opportunity for those who do not live within commuting distance of a vocational education program.

3. Residential facilities can offer a variety of training opportunities for which the demand is not great enough, or for which there are insufficient funds to justify programs in every vocational institution within a state.

Even though residential facilities have been authorized by Congress since the 1963 Vocational Education Act, funding has never been made available. In the meantime, several States have made efforts to support residential vocational education facilities. There are outstanding examples in Kentucky, Ohio, Oklahoma, Georgia and in other states.

We are fully convinced that these types of facilities are urgently needed, and that residential schooling can vastly expand access to opportunity for vocational education.

PROGRAMS FOR THE DISADVANTAGED

Section 1 of H.R. 13630 amends section 102(b) of the Vocational Education Act by extending the funding provision until June 30, 1972. Section 102(b) concerns itself with vocational education for persons [other than handicapped persons defined in section 108(6)] who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education programs.

Members of this Subcommittee are aware of the fact that the budget for FY 1970 recommended no funds for this section of the Vocational Education Amendments of 1968. The appropriations bill, H.R. 13111 passed by the House on July 31, 1969, provided full funding for this particular program. We are certainly gratified that the House took this action, for we are convinced that vocational education is an important element in dealing with the social and educational crisis of the large metropolitan areas of the Nation. I must point out, however, that no funds are yet flowing under this particular provision of the Act, and assuming that the Senate will sustain the action taken by the House, the fiscal year will be half spent before the States can receive these funds.

The urban crisis has been a long time in the making, and it will not be solved in one, two, or three years. But this particular section of the Vocational Education Amendments of 1968 is one under which vocational education can begin to move in areas where there has been little opportunity for students to have a vocational education program. At the beginning of this decade (1961–62), vocational education enrolled less than one-fifth of the high school students in grades 10–12. Though advancements have been made, there are still far too many students in our large metropolitan areas who never have an opportunity to prepare themselves for the world of work.

We believe that all sections of the Vocational Education Amendments of 1968 are important, but we certainly give a high priority to this section which seeks to deal with the urban crisis.

WORK STUDY PROGRAMS

Section 3 of H.R. 13630 amends sections 181(a) and 183(a) of the Vocational Education Act of 1963 by extending the provisions for work study programs for vocational education students until Fiscal Year 1972.

Despite the uncertainty of funding, the vocational work study program has continued to exist. We are pleased that the House Subcommittee on Appropriations for Labor-HEW has reinstated the program by appropriating $10,000,000 this year. This action was taken despite a negative recommendation from the Budget Bureau. However, we believe that $10,000,000 is still an insufficient amount for a program which has worked so well and for which there is a great demand.

Earlier this year the American Vocational Association with the National Association of State Directors of Vocational Education, undertook a survey of the needs of the States for work study programs for Fiscal Year 1970. When queried about the program, State Directors of Vocational Education responded by projecting an enrollment of 117,803 students who qualified for work study programs. To fund this many students would require an expenditure of $33,414,838. This is more than three times the actual amount appropriated by the House.

There are great numbers of youth who are highly motivated to obtain training and jobs, but who come from low-income families. If work study programs could be provided for these students, the vocational counselor in the school system could identify and refer them to a work study program. This would permit further schooling for the youngsters and provide for them some assurance of employment at the termination of their education program.

The vocational work study programs operate statewide. They serve youth in metropolitan areas as well as in rural sections.

CURRICULUM DEVELOPMENT

Section 4 of H.R. 13630 amends section 191(b) of the Vocational Education Act of 1963 by extending until Fiscal Year 1972, the provisions for the development of curricula for new and changing occupations, and to coordinate improvements in, and dissemination of, existing curriculum materials.

In approving the 1968 Amendments, Congress itself found that curriculum development in vocational education is complicated by the diversity of occupational objectives; variations due to geography; differences in educational levels and types of programs; and by the wide range of occupations which it includes.

Because of the new and emerging occupational fields, curriculum development will continue to be one of the greatest needs in vocational education. Some of the occupations are so new and others change so rapidly, that it is necessary to constantly revise and update vocational education curricula.

There is also a need for coordination of curriculum activities so as to avoid needless and expensive duplication of effort: The States and local communities have done a great deal in curriculum development over the years, though we have not yet been able to develop a mechanism for national coordinaion of these efforts.

The funding for curriculum development for FY 1970 is very modest; the Budget Bureau recommended $2,000,000. After adoption of the Joelson Amendment by the House, we are advised that an interpretation of that language will make possible an expenditure of some $2,000,000 for curriculum development. In any event, by the end of this fiscal year the effort will have only begun; it is imperative that the U.S. Office of Education be given the resources for the staffing and development that is so necessary in this vital aspect of vocational education.

EDUCATION PROFESSIONS DEVELOPMENT

Section 5 of H.R. 13630 amends section 555 of the Education Professions Development Act by extending until Fiscal Year 1972 Part F which provides for the training of vocational-technical personnel.

This Subcommittee is certainly familiar with the needs for personnel in vocational-technical education. Time and again you have admonished the U.S. Office of Education to move more aggressively in providing programs to prepare personnel in this field. The needs are great, and the facts are these:

Enrollments in the public vocational-technical education program are rising and will continue to rise at an accelerated rate, requiring many new teachers.—Information available to the Office of Education indicates that enrollments in public vocational-technical education programs will probably reach 8,555,000 in 1969 and increase to 17,250,000 by 1975. Past experience has shown a teacher-student ratio of about 1:50 which would mean that the 1969 teaching force would be approximately 171,400. If the ratio remains the same, the teaching manpower requirement in 1975 based upon the above enrollment projections would be 345,000. Other professional and paraprofessional support personnel needed to staff vocational education programs throughout the country would be in addition to the above estimates.

Producing additional teachers is a problem since most universities do not offer the proper teacher training programs in vocational-technical education.—Although universities and colleges in most states offer teacher training in vocational education areas such as homemaking, industrial arts, agriculture, and trade and industrial education, few offer training in teaching the more technical occupational skills and in new and emerging occupational areas. Very few universities and colleges offer comprehensive advanced degrees designed to develop leadership personnel for vocational-technical education.

Further, the problem of shortage is compounded by the fact that many states have not had the staff or financial assistance necessary to properly assess their needs.—The State boards of vocational education, in nearly one half of the states have not been able in the short time since the enactment of the vocational education amendments to submit a prospectus or plan to make them eligible for funding under Section 553 of Part F. This includes some states which most desperately need to update and expand vocational education programs.

In the states which have accomplished this assessment, however, the response has been overwhelming.—Tentatively eligible requests for financial assistance from educational agencies and institutions for 1970 Fiscal Year funds from states which have submitted a plan as of August 1 deadline totalled $34,772,633, or slightly under the amount of the authorization. These facts underscore the need for massive financial and technical assistance to institutions of education and state boards of vocational education if these training needs are to be met.

I would especially call to your attention the need for preparing vocational teachers for programs at the post secondary level. With the development of comprehensive community colleges and area vocational schools, enrollments for the 13th and 14th years are rapidly increasing. The need for vocational teachers in these institutions alone will increase by 40% by 1974.

In conclusion, Mr. Chairman, we wholeheartedly support passage of H.R. 13630. By passing this bill, you will give vocational education the necessary tools for fulfilling its function in the development of our Nation's human resources. As vocational educators, it is our task to make education relevant and responsive to the needs of all persons; we also have the task of relating education to the manpower needs of the economy.

I would like to note that I am very happy to have you here before the committee this morning. I think that certainly my colleagues would join me in pointing out that when the history of American education is written, they are going to have to blaze your name in bright letters because I don't know of any man who has worked harder on a good program of vocational education and one who has made a greater contribution in marshaling their resources.

You were greatly helpful to us last year when we were writing the bill. This committee is ever indebted to you for your professional knowledge of the subject and I personally want to congratulate you for the Herculean contribution you have made to making education more meaningful to the young people of this country.

You have written your own chapter in American education. It is a privilege to have you before the committee.

STATEMENT OF LOWELL A. BURKETT, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION

Mr. BURKETT. Thank you, Mr. Chairman. I appreciate those very kind words that you have expressed and I am delighted to have at this table, of course, the members of the Advisory Council, because I am a member of that august body, too.

Mr. Chairman and members of the committee:

We appreciate this opportunity to appear here today in support of H.R. 13630, a bill to extend provisions of Public Law 90-576 relating to vocational education.

Members of the American Vocational Association are grateful to Congress for the support and confidence you exhibited in our profession by unanimously passing the Vocational Education Amendments of 1968. We are pleased that the same bipartisan effort is again in evidence by the support shown for H.R. 13630.

The purpose of H.R. 13630 is to extend certain provisions of the 1968 amendments due to expire at the end of fiscal year 1970. Those provisions are for the disadvantaged (section 102(b)), residential vocational education facilities (sections 152(a)(1) and 153(d)), work-study programs (sections 181(a) and 183(a)), curriculum development (section 191(b)), and for training of vocational education personnel (section 555 of the Education Professions Development Act). H.R. 13630 simply provides for extending these sections of the act for fiscal years 1971 and 1972.

There are three reasons why this bill, H.R. 13630, is important to vocational education at this time:

First, the Budget Bureau is perhaps even now considering items for inclusion in the fiscal year 1971 budget. As you know, this budget will come to Congress sometime early next January. Unless this session of Congress extends those expiring provisions of Public Law 90-576, it will be impossible for the Budget Bureau to even consider funding programs for which no funding is authorized. Unless these provisions of the law are extended, and soon, we will have missed our opportunity for inclusion in the fiscal year 1971 budget. We will then be faced with the same situation that exists at this moment: We have programs authorized, but no funding.

Apparently, the fiscal year 1970 budget for the Departments of Labor and Health, Education, and Welfare will not be finally approved until near the end of this session of Congress. This means that some new programs cannot be started until the last few months of the fiscal year, assuming that the Senate and the President sustain the action taken by the House of Representatives.

To encounter similar delays next year will simply mean that vocational education cannot be responsive to the mandate given by this Congress to meet the vocational education needs of all persons of all ages of all communities.

Secondly, H.R. 13630 is important because of the new demands for long-range planning in vocational education. States and local communities are being asked to make projections of their needs, and to make plans to meet those needs, based on a 5-year period. While this present bill does not cover a 5-year period, it does extend certain provisions of the law for an additional 2-year period. This will make it possible for the State and local communites to have a better degree of certainty as to the extent of the Federal involvement in vocational-technical education.

Thirdly, if enacted, H.R. 13630 will bring a new degree of consistency to Public Law 90-576 in that all provisions of the law which have time limitations will expire at the same time. This will make possible a systematic review by the Congress of the Vocational Education Amendments of 1968.

Turning now to the specific provisions of H.R. 13630, we would like to make the following observations on behalf of the American Vocational Association:

RESIDENTIAL VOCATIONAL EDUCATION FACILITIES

Section 2 of H.R. 13630 amends sections 152(a)(1) and 153(d)(2) of the Vocational Education Act of 1963 by extending until fiscal year 1972 the provisions for grants to the States to provide residential vocational education facilities and to reduce borrowing costs for the construction of residential schools and dormitories.

Residential vocational education facilities can serve several important purposes:

1. There are many disadvantaged youngsters, particularly in urban ghettoes and in isolated rural sections, who do not have access to occupational training. Many of these youngsters need to have educational opportunities outside their present environments.

2. Residential facilities can also provide access to opportunity for those who do not live within commuting distance of a vocational education program.

3. Residential facilities can offer a variety of training opportunities for which the demand is not great enough, or for which there are insufficient funds to justify programs in every vocational institution within a State.

Even though residential facilities have been authorized by Congress since the 1963 Vocational Education Act, funding has never been made available. In the meantime, several States have been making efforts to support residential vocational education facilities. There are outstanding examples in Kentucky, Ohio, Oklahoma, Georgia, and in other States

We are fully convinced that these types of facilities are urgently needed, and that residential schooling can vastly expand access to opportunity for vocational education.

PROGRAMS FOR THE DISADVANTAGED

Section 1 of H.R. 13630 amends section 102(b) of the Vocational Education Act by extending the funding provision until June 30, 1972. Section 102(b) concerns itself with vocational education for persons (other than handicapped persons defined in section108(6)) who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education programs.

Members of this subcommittee are aware of the fact that the budget for fiscal year 1970 recommended no funds for this section of the Vocational Education Amendments of 1968. The appropriations bill. H.R. 13111 passed by the House on July 31, 1969, provided full funding for this particular program.

We are certainly gratified that the House took this action, for we are convinced that vocational education is an important element in dealing with the social and educational crisis of the large metropolitan areas of the Nation. I must point out, however, that no funds are yet flowing under this particular provision of the act, and assuming that the Senate will sustain the action taken by the House, the fiscal year will be half spent before the States can receive these funds.

The urban crisis has been a long time in the making, and it will not be solved in 1, 2, or 3 years. But this particular section of the Vocational Education Amendments of 1968 is one under which vocational education can begin to move in areas where there has been little opportunity for students to have a vocational education program.

Mr. Pucinski. At this point do you have any comment on the Labor Department's effort to develop the so.called residential centers?

As you know, Secretary Shultz is moving in that direction and I was just wondering what the AVA position is on that. Is there a duplication of effort?

Mr. Burkett. We believe that education has a great role to play. The great component of any of these residential centers will be education and it will require competent educators, people who are trained and have experience in this area, in order that these programs will function properly.

As to the proper administrative structure, this, I think, needs to be worked out and I have no comment at the moment.

Mr. PUCINSKI. Ultimately will you have some comment?

Mr. BURKETT. We certainly will.

I would like to point out that at the beginning of the decade, 1961–62, vocational education enrolled less than one-fifth of the high school students in grades 10 to 12. Though advancements have been made, there are still far too many students in our large metropolitan areas who never have an opportunity to prepare themselves for the world of work.

Though these amendments we believe that they can go much further in the larger metropolitan areas and we think that there should be as high as 40 or 50 percent of these must be enrolled in vocational education and perhaps higher than that.

WORK-STUDY PROGRAM

The work-study Section of the bill—section 3—has proved to be one of the most successful of all of the programs initiated in the 1963 act, because we have been able through this provision to pick up a substantial number of people who are potential dropouts in school, primarily because we could identify them in the institution at the time when it seemed apparent that they were going to drop out from school. We then directed them into a situation where they could work, earn money. And I think one of the strong elements in the work-study program in comparison to the NYC inschool program is the fact that we are able in many respects to relate the work experience of this program with the inschool program. In many respects it has proven to be an educational program as well as a means of providing financial support.

I would like to call your attention to the fact that the AVA made a study of the needs in work-study programs through the State directors of vocational education. They estimated that for fiscal 1970 they should serve 117,803 students who would qualify under this program.

To fund this many students would require an expenditure of $33 million plus per year. This is more than three times the actual amount appropriated by the House, although we are not suggesting at the moment that we increase the authorization. But I wanted to point this out for it shows the great need that we have for work-study programs.

CURRICULUM DEVELOPMENT

In regard to curriculum development, I think one of the big things that needs to be done is to coordinate the curriculum work that is already being done in the States—a tremendous amount of this is being done in State departments of education. On that one basis alone we save the Nation a great deal, and save the States a great deal, and save the teachers a great deal of effort in developing their own curriculum. So the $2 million that is currently in the budget and appropriated by the House will help in that respect. We are not moving fast enough in the new areas, the emerging fields which the commercial companies cannot possibly and profitably develop these curriculums. It has to be done through special appropriations.

EDUCATIONS PROFESSIONS DEVELOPMENT

I do want to spend a little time on the Education Professions Act, because I am greatly concerned about our inability to provide the staffing that is needed for the expanding programs of vocational education.

I want to call your attention to the following statement, enrollments in the public vocational-technical programs are rising and will continue to rise at an accelerated rate, requiring many new teachers. Information available from the Office of Education indicates that enrollments in public vocational-technical education programs will probably reach about 8 million in 1970 and increase to 17.25 million by 1975.

Now if we use a ratio of one teacher to 50 students, which is a very conservative ratio, we will need in 1970, 171,400 teachers. We don't have that many teachers at the present time. And if by 1975 we use that same ratio, we will need 345,000 teachers.

So I think the figures you used, Mr. Chairman, earlier indicated you are just about right in the increased number of personnel we need by 1975.

This is a problem since most universities do not offer the adequate teacher training programs in vocational-technical education. I would say that many universities have their vocational teacher training as an appendage program that is sort of set aside perhaps in the basement of the institution and pay very little attention to it. I am fearful that if we continue to try to put all of the vocational teachers training or the professional development into one package without earmarking money, we will be in the same predicament we have always been. I am very fearful of what is happening in the present budget. I would urge the Congress to give serious consideration to earmarking the appropriations in the future; I would certainly encourage you to go ahead and amend the act so we get an extension of this particular section of the act.

Further, the problem of vocational education personnel shortage is compounded by the fact that many States have not had the staff to properly assess their needs. We need an assessment of needs. This will come about in planning and there needs to be a considerable amount of planning at the State level for determining needs.

In the States which have accomplished the assessment, the response has been overwhelming. Tentatively, eligible requests for financial assistance have come from educational agencies in the institutions for fiscal 1970, from States which have submitted a plan as of August 1, which was the deadline date under the provision and guidelines set forth under EPDA.

They have requested $34,772,633 and that is only a part of the States. So it shows that even the amount that is authorized in this act is far from adequate to meet our needs.

I would like to turn now to another matter that is not in my prepared statement, one which concerns me greatly. During the past decade or more the Department of Health, Education, and Welfare has exhibited a curious lack of responsibility for the educational component of manpower training.

Seemingly, the Department has been content to abdicate its responsibility. This situation is evident in many ways, two of which are obvious.

First, the location of the administrative head for vocational and manpower training in the organizational structure of the Department of Health, Education, and Welfare is extremely low when compared to the organizational location of the Manpower Administration in the Department of Labor.

I agree with you that this position is on the same level as higher education, sedondary, and elementary, but here we are dealing with a manpower program that cuts across two agencies. The comparison is that of a bureau chief in HEW with an assistant secretary in the Department of Labor. These differences in administrative structure force persons representing education's role in manpower for the Department of Health, Education, and Welfare who are not well informed about vocational education to be compared with representatives of the Department of Labor who are well informed about manpower needs.

Secondly, the financial arrangement for vocational education under the administrative structure of HEW has fallen short of the recommendations of Congress and the considered judgment of the National Advisory Council on Vocational Education. The fact is that there is no one in the top structure in the Office of the Secretary of HEW who has a basic commitment and responsibility for vocational education. The attitude of the Bureau of the Budget reflects the situation quite well.

Consequently, the rationale for vocational education, its potential in manpower training, its financial needs gets lost or distorted as it is passed up the administrative structure in HEW.

Mr. Chairman, I know this committee has given consideration to this whole question of vocational education administration in HEW. I would hope you would further investigate this and I would even suggest it might be feasible to hold hearings on this subject.

Thank you, Mr. Chairman.

Mr. PUCINSKI. Thank you very much, Mr. Burkett, and your last suggestion we will certainly take under consideration. We will have our committee counsel look into this problem and brief the committee, and we may want to have some hearings on it.

Mr. QUIE. I am just going to ask one question. I want to commend you for your statement and the other statements that I read through, too. But one question on residential schools.

Which of the two authorities, section 151 or section 152, do you think would be most beneficial, if only one was funded by the Office of Education?

Mr. BURKETT. I know the intent of the 1963 act was to get demonstration residential schools so we could find out what it is all about and how we should operate these programs. I think we have had enough experience now. If we could provide funds to the States to do some planning to develop the residential vocational school concept, perhaps some community colleges or other institutions, will really provide a service.

To be realistic, politically, it would be difficult to get any appropriations for just a few residential schools. We tried this in 1965 and at other times. It was impossible to do it. So I would think that it would be advisable to pursue the feasibility of providing grants to the States so they can move toward residential vocational school concept.

It may be necessary to make some provision for some States to combine their efforts to provide maybe one residential school for two or more rural States. I believe at this point in time we have enough experience where we could move to do this kind of thing.

Mr. QUIE. This is what has led me to feel now instead of just extending the $15 million for section 152 for the length of time that the entire act is extended or terminates, that we provide that the authorization in 151 and 152 be available for use in either one. So what it really would mean is that $35 million in section 151 could be used for section 152. I think the politics of the situation may be such that we may be able to convince them to do it through States and I would commend that to my colleagues and our counsel to see if we might want to do that.

In order to get it through the House, I think we had better have the same authorization that we had before. We should leave the same authorization in the act, but give more flexibility to the Department and to you gentlemen in trying to convince the Department to help us convince our colleagues to fund some money for residential schools.

Before I leave, I just want to make a comment about Charlie Nichols. I am pleased that he is here. I don't know him as well as other people in Minnesota who are close to vocational education. But I hear so much about him, plaudits and compliments, I am pleased he is here. I read through your statement and I assure you I have a sympathetic ear, because we have talked about this, my colleagues who are here and myself.

This does not in any way make me say that the other gentlemen aren't also very good, because we have heard from Mr. Calkins a number of times.

STATEMENT OF HUGH CALKINS, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION, ACCOMPANIED BY DR. CHARLES NICHOLS, MEMBER, NATIONAL ADVISORY COUNCIL AND DIRECTOR, MANPOWER SKILLS CENTER, MINNEAPOLIS, MINNESOTA; AND CALVIN DELLEFIELD, EXECUTIVE DIRECTOR

Mr. CALKINS. Before Congressman Quie leaves, I wonder if I may undertake to answer a question he put to Dr. Venn relating to whether if the Federal Government were to put another $100 million in vocational education, it would bring forth additional revenues from the State and local governments, because in my view the answer to that question is that it would, if the money is given on the proper terms.

Now the way for the Federal Government to have dollars produce maximum return is for the Federal Government to make the dollars available for the additional costs of vocational education. If the Federal Government provides money to pay 100 percent of the costs of a program, that program will be added and there will probably be very little additional in the way of State and local dollars.

And that is not what, in the judgment of the Advisory Council, we need. What we need in this country is to have the Federal Government pay the additional costs of vocational education. In high schools throughout the country it costs $600 or $700 or $800 to educate a student who is bound for college under a general program.

It costs $1,500, $1,600, or $1,800, sometimes $2,200 to educate a student who is preparing for a career. Now what we need is Federal money which pays that additional cost. If we had in Cleveland our share of $100 million to pay the additional costs of vocational education, I am very sure that we would be able to retain in Cleveland high schools students who are now dropping out, and if we did, we would provide out of local sources the $700 or $800 of local money which is now going into the General education in our high schools.

In East Technical High School in Cleveland, which is located adjoining the Hough area, we have a dropout rate which is at the fantastic level of 19 percent per year. That means that in a 3-year high school more than half of the kids who start do not finish.

We have recently introduced into that school vocational programs. The dropout rate in the vocational programs is 6 percent. Now even that is a higher rate than it ought to be, but it is a great deal lower than the 19 percent.

The reason the rate is lower is not because we select the ablest or least likely to drop out student for the vocational program, because we don't. We try to pick the students who will profit from it most, and that includes many of those who need it most.

We know for sure that if we can continue as we are doing as rapidly as our resources permit to expand vocational education courses in inner cities, we will be able to cut down the dropout rate. We now guarantee to graduates of our inner city high schools we will get them a job and we do so 94 percent of the time.

What we need to do to get them to graduate is to keep them in school and the way we can do that, among other things, is by substantially increasing the number and quality of the vocational education courses that we offer in our general high schools.

Dr. Venn cited some very encouraging figures about how much money is being redirected within the States, but the startling thing to me about his figures is: in not one of the three cities mentioned is the city as yet receiving as big a share of the vocational money coming to the State as it would get if the money were simply distributed on a per-pupil basis with absolutely no priority for youth unemployment or any other similar priority factor.

It is *true there is great improvement in Chicago* with 50 percent of the kids in Illinois. They have now got 48 percent of the vocational money, but I would suggest to the committee that that is not a condition in which we can be very satisfied.

In March of 1968 I testified before this committee and others, I think, said the same thing to the committee, but the general thrust of what we said was we are in a period of tight money. We welcome the $40 million program for disadvantaged students which was included in the bill that was then before this committee, but we fear what will happen in the appropriations committee and, therefore, please include some kind of a set-aside for the existing money so that we will have some money for the disadvantaged.

Now, that was a recommendation which Congress adopted and included in the bill and I am grateful that it did, and it is apparent that had it not done so, there would not have been the progress that we have seen so far this year. But I certainly had not expected in making that recommendation to the Congress that the administration would come back to Congress this year and recommend that the authorization of the $40 million program cease.

To the members of the National Advisory Council, it is an extraordinary fact that the Federal Government puts $1.6 billion, a very large amount of money, into trying to take disadvantaged people who are in the pool of unemployment out of the pool through the manpower program and get them employed.

But that enormous expenditure of efforts is essentially having no effect on the size of the pool.

Cleveland has something called a Manpower Advisory Council which considered the effect necessary of the manpower programs in Cleveland last year and that Commission concluded that the $13 million of Federal money which is being spent on manpower programs in Cleveland is having no effect on the size of the pool.

It got 6,000 unemployed people into jobs, but in the same year there were 4,500 dropouts from the Cleveland schools. A few more who moved in from the South and people who moved into the pool were just as numerous as people who went out and how much money does the Federal Government devote to the problem of the people coming into the pool?

The total vocational appropriation is $250 million. The amount of that that finds its way to Cleveland is possibly a million. It must be less than that because most of Ohio's money goes into construction. The amount that goes into the operating programs is very small and the portion of that that is earmarked for disadvantaged is only 15 percent. So the effort of the Federal Government to deal with the flow probably is insignificant compared with the effort of the Federal Government to deal with the pool problem.

We are never going to make any progress in this country toward eliminating the pool of unemployed people if we don't start paying attention to the flow into the pool. The cheap way to deal with the problem of the pool of unemployed people is to pay some attention to the flow, because first it is cheaper to deal with individuals on a flow basis, and secondly, on a flow basis it does not have to be done with 100-percent Federal dollars.

On a flow basis you can get just about a State and local dollar to match every Federal dollar, because the average additional cost of vocational education is only $700 or $800 and you can, if you put that Federal money in—you can get the State and local money in also.

Mr. Quie. Thank you, Mr. Calkins. You have done extremely well in both your ad lib statement and in your prepared statement. If I didn't understand the flow and the pool as an economist, at least I understand it as a fisherman.

Mr. Pucinski. Mr. Calkins, your formal statement will go in the record at this time, and immediately behind that will go the formal statement of Mr. Nichols, and I would like to point out that if we ever needed a dramatic example of a citizen, a private citizen doing something for his Government, you, Mr. Calkins, are that example, as well as Mr. Nichols. You have done an outstanding job of organizing the National Advisory Council on Vocational Education. You have earned the appreciation of all of us concerned with the future of education in this country.

(Statements follow:)

STATEMENT OF HUGH CALKINS, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

The Vocational Education Amendments of 1968 were a significant Congressional response to an urgent national problem. The Amendments, if funded, would represent a substantial step toward the solution of the problem. What is at issue here today is whether Congress should retract the authorizations it gave a year ago. The National Advisory Council on Vocational Education opposes such a backward step. We urge extension of the authorizations, and we urge the Congress that they be funded.

I.

The national problem, of course, is poverty. Poverty has its roots in unemployment. In today's job market, unemployment is most often due, not to a shortage of job opportunities, but to a lack of trained people to fill them.

Restoring the capacity to work to the millions of adults who are unemployed because they are virtually unemployable has become an important national objective. The Administration budget for the 1970 fiscal year allocates approximately $1 billion for this purpose. The President has indicated that additional funds are likely to be needed in coming years. The National Advisory Council on Vocational Education does not oppose these expenditures. We believe they are necessary under present circumstances.

The Advisory Council cannot urge too strongly, however, its belief that it is wasteful, improvident, unwise and dangerous to spend these vast sums on the victims of unemployability without paying close attention to the causes of unemployability.

Economists and fishermen both know the difference between a pool and a flow. If I may be permitted to use that analogy, unemployability in the United States is both a pool problem and a flow problem. The Federal Government is spending $1 billion on the pool problem. But what about the flow?

The Manpower Planning and Development Commission of the Welfare Federation of my home city of Cleveland, Ohio, annually prepares an inventory of the federally funded manpower programs in Greater Cleveland. In the inventory published in November 1968, the Commission attempted an assessment of the impact of the programs on local unemployment. Its conclusion was "the program itself has had relatively little impact upon the picture of local unemployment." The Commission reported that a total of $13 million was expended on twelve programs, nearly all of which were concerned with the pool of unemployable people, not with the flow into the pool. These expenditures resulted in approximately 6,000 job placements, of which about 45 percent remained on the job in which they were placed less than three months. During this same period, about 4,500 young men and women dropped out of Cleveland schools without completing their high school program. A few of these drop outs obtained jobs, but most of them entered the pool of the virtually unemployable. When to this 4,500 are added a small number of immigrants from the South, the reason for the pessimism of the Commission becomes clear. The flow of unemployable people into the pool just about matched the number of people whom we were able to move, at great effort and expense, from the pool into employment.

There is only one way to stop welfare and manpower costs in the United States from growing. That is to pay attention to the flow. No matter how much money and effort we expend on the pool, we will make no true progress until we arrest the flow.

We are, of course, doing something about the flow problem in this country. Thanks in large part to the efforts of the members of this subcommittee, the federal government funds Title I of the Elementary and Secondary Education Act and the School Neighborhood Youth Corps, both of which are designed to help arrest the flow. Both programs are in operation in Cleveland and other communities throughout the country, and both are having some effect.

In 1968 Congress authorized a new weapon to deal with the flow problem. This weapon was a modification in the vocational education program of the United States which would make the program a powerful instrument for arresting the flow. One of the modifications was a 15 percent set-aside of existing fund allotments, to be used for persons with cultural, social and economic handicaps. That provision, I am glad to report, is beginning to have the intended effect of redirecting vocational education efforts in this country toward those young people who need them most. Other modifications included in the Vocational Education Amendments of 1968 were a special $40 million authorization for the culturally, socially and educationally disadvantaged, a $35 million authorization for work study, and two authorizations for federal and state initiated residential vocational schools.

The National Advisory Council on Vocational Education is certain that two of these programs would, if funded, be effective in helping reduce the flow toward unemployability, and we believe that the third represents an experiment which should be tried. The two which we are sure will be effective are the $40 million special program for the disadvantaged and work study. I am confident about the former because I know what happens to the drop-out rate in inner city high schools in Cleveland when we initiate vocational programs and enroll in them students who otherwise are likely candidates to be drop outs from high schools. In Cleveland's East Technical High School, where the over-all drop out rate is 19.4 percent per year, the rate is 6.1 percent per year for students who are enrolled in vocational programs. This is not because we select for the vocational programs only those students least likely to drop out; to the contrary, the vocational courses are designed to reach average students who have a reasonable chance of profiting by them. We are sure about the effectiveness of the work study program because it is the experience of those members of the Council who are daily on the firing line that a combination of work, with pay, and study is the most effective way to maintain the interest and effectively instruct those young men and women who otherwise are likely to join the ranks of the unemployable.

The third of the modifications introduced by the Vocational Education Amendments of 1968 which we believe should be tried, is that relating to residential vocational schools. My colleague, Mr. Nichols, will discuss that in a moment.

II.

There is another issue presented by the Legislation before you today to which I would like to call the subcommittee's attention. This is the question: Can the flow toward unemployability be reduced best by programs which are outside, or inside, of the main stream of education? The Job Corps, for example, is outside, while the residential schools authorized by the 1968 Vocational Amendments are inside. The School Neighborhood Youth Corps is to some degree outside, while work study is inside.

Congress has in recent years tended to fund the outside programs, not the inside ones. Why is this? Is it wise?

The National Advisory Council on Vocational Education believes that the tendency of Congress to fund the outside programs and not the inside ones is unwise. We are convinced that the flow toward unemployability can best be overcome by programs which are within the main stream of education.

I would like to describe an experience that convinces me of the validity of this conclusion. Mr. Nichols will describe for you the reasons why his experience leads him to the same conclusion.

In Cleveland we were formerly committed to separate vocational schools. We ran two technical schools for able students and one for students who were not so able. So far as stopping the flow toward unemployability is concerned, our program was a failure. The children who were potentially a part of the flow could not get into the schools for the able children, and regarded assignment to the school for those who were not so able as something quite like a sentence to jail. That was a school for failures, for those who couldn't make it. We have now introduced vocational programs into each of our neighborhood high schools, where the programs are reaching those who need them most.

Any program for vocational education for the culturally, socially and economically handicapped which is outside the main stream of education will suffer from its separateness. Young people today will not accept second class citizenship. They will not enroll in a program which denies them dignity. They would rather be employed in work study like their older brothers in college, than in the Neighborhood Youth Corps like the kid down the street who has dropped out of school. There are thousands of youth in the slums of our cities who will simply not attend a Job Corps school but who would jump at the chance to go to a boarding school. The difference may seem to the committee to be only a label, but to the young in today's society there is nothing more important than pride.

III.

I have left to the end the authorization for training and development programs for vocational education personnel, not because it is less important, but simply because it is a different subject.

There are many ways in which the national effort in manpower and the national effort in vocational education can be compared. Whether one looks at the status of their administration within the Federal government or at the level of funding which they have received, it is clear that the manpower programs have attracted more attention and brought forth a greater response than the vocational programs.

The National Advisory Council on Vocational Education would like to suggest to the Congress that one of the reasons for this disparity in response is that the Federal Government years ago gave financial support to the training of leadership peronnel in the manpower field. Through federal support able men and women have now been trained at all levels, from the very highest to the strictly operational, to administer the nation's manpower effort. The Federal Government has made no similar commitment to leadership in vocational education.

Subpart F, relating to Training and Development Programs for Vocational Education Personnel was added to the Higher Education Act of 1965 by the Congress in 1968 to remedy this deficiency. It is vital that this provision be maintained and that it be adequately funded. Change will not come about in vocational education unless the people who will lead the change are provided.

Subpart F also provides funds for disseminating information concerning curriculum change. These funds also are vitally needed if vocational education is to respond to the challenge of the 1970's.

Statement of Dr. Charles Nichols, Member, National Advisory Council on Vocational Education

RATIONALE FOR A RESIDENTIAL VOCATIONAL SCHOOL IN THE METROPOLITAN AREA

Many young people need assistance in solving crucial problems encountered during the junior high school years. These problems often cause friction and misunderstanding involving the students, parents, teachers, and peers. The environment can become tense and explosive. Under such conditions a solution of benefit to all involved is not easily formulated. A Center where situations of this nature can be handled is urgently needed.

It is the purpose of the residential center to provide a transition between the home environment and the new environment into which the trainee would be moving—a controlled step. The Job Corps has had difficulty with this in the past. The basic idea of the Job Corps training is good, but the failure occurs when large numbers of students are taken out of a familiar environment and put directly into a strange one with no adjustment period provided. Therefore, a subculture develops in the camps and a purpose of the training is diminished.

Studies have shown that high school students withdraw from school not so much for "academic" reasons as they do for physiological and psychological ones. Applying the law of parsimony to this accumulated data we might state the following hypotheses:

Students withdraw from school because their physiological condition does not permit sustained attention and application to the conventional school tasks.

Students withdraw from school because they do not receive the ego support needed to cope with tasks perceived as impersonal or difficult attainment of.

Students withdraw from school because home conditions become intolerable and there is no one with whom the youth can discuss his predicament. Students withdraw from school because they have no social skills with which to cope with peers.

Students withdraw from school because they cannot relate positively with authority figures: teachers, principals, etc.

Students withdraw from school because they lack the basic educational skills: reading, writing, and arithmetic.

Consequently, the residential school should provide two environments for student exposure: 1. similar to the environment he came out of and 2. providing a controlled environment preparing the student for entry into a new society unfamiliar to him.

The residential school should be close to the familiar environment. Placing or releasing many students having a different cultural background into one small environment would have disadvantages and would cause community concern, but distributing the same number of students throughout a metropolitan area would cause little concern to either the students or the community. By exposing small numbers to a small or different environment on a controlled basis, students would learn to appreciate the fact that they can survive someplace else out of their old environment.

In this arrangement, control is a large factor in success. Control must be exercized in the movement of students coming from large environment to the center and, in students moving from the center back into society, either the home environment or a new one. If a trainee is not succeeding in society upon termination, he can be brought back into the center for additional help and supportive service.

The center should preferable be a statewide service rather than city or county if at all possible because students, teachers and other operating personnel could be drawn from and placed in all areas of the state. Communications with school districts would improve follow-up of students and also give home districts information about successful students.

The center should not be aimed entirely at the disadvantaged student. The environment in the center could be controlled to the extent that students should observe the fluidity of emerging cultures. Discovery opportunities can be provided for the talented youth as well as students transferring from other types of educational facilities.

The residential arrangement of the center would provide for the availability of a variety of services, such as:

1. Vocational-Technical areas
2. Related training areas
3. Counseling
4. Social work
5. Medical facilities
6. Teacher preparation
7. Adult basic education
8. Treatment center (psychological)
9. Research
10. Law enforcement education
11. Community education

Teacher preparation would be one of the more valuable service, if the center were a statewide service, teachers could be drawn from all districts in the state. In this way—

1. Teachers would gain new knowledge in coping with the problems represented by students in the center and could transmit this knowledge to their own school districts upon return.
2. Every district would have a contact in the center. When a student is drawn from a specific school district, there would be a representative there familiar with the system from which the student came.
3. It would provide a controlled environment for teacher preparation and teacher improvement.

A building in which can be located the following areas:

1. Offices
2. Small group meeting rooms
3. Small Classrooms
4. Cafeteria
5. General shop
6. Commons area
7. In-house work studios
8. Physical exercise rooms

It would be possible for the local university and colleges to operate a training station in the center. This would provide an opportunity for neophyte teachers to try out new ideas as well as to learn. Seminars for teachers would provide for a) teacher education, b) community participation, c) transfer of skills to students, and d) attitudinal training for students.

Parental education is another necessary facet of the center. If it is located near the metropolitan area where mass transportation is available, the parents of the students would be able to take advantage of all services at the center, and, thus, the whole family would be involved in the program. After an adult finished a basic education course at the center, he could attend one of the area vocational-technical school's adult programs to complete his training, while the child remained at the center for further training and development.

To achieve its objectives, the center would have to be involved constantly in researching new techniques. New information could then be transferred to the school distsicts for their use.

A facility for law enforcement training slanted toward working with these youth would also be necessary and the involvement of the police in the educational environment would be desirous.

A community education component would also be necessary in the center. This would involve public relations work of all types. It should be "positive" community education, in such a way that graduates moving into new environments would not be followed by their background or have their past go with them, but the home districts would be informed of the success of this student.

This component would also include the administrative services of the center such as, a) funding projects, b) financing, c) purchasing, d) all other administrative areas. All of these areas involve some public relations work in that services must be equally divided among participating districts in the state; i.e. all purchasing cannot be done in one town or area.

Staff

Director
Counseling psychologists
Clinical psychologists
Social Workers: Group and family oriented
Nurse to coordinate physical examinations in local hospitals
Psychometrist
Remedial and developmental specialists in reading, communication skills and arithmetic
Residence workers
Work Coordinators: work-study
School Counselors to coordinate liaison activities with schools and agencies
Chauffeurs

Proposed operation

1. Student referred by proper school authority: Principal through counselor.
2. Admission to Center for "diagnostics":
   Student may board if home conditions warrant it.
   Student may reside during the day and have lunch (or even breakfast) at Center.
3. Complete physical examination for each student. (Follow-up treatment where indicated.
4. Individual counseling sessions with counseling or clinical psychologist.
5. Testing where indicated:
   Individual intelligence tests.
   Performance tests in academic skills of reading, mathematics and communications.
   Other tests where prescribed.
6. Individual program for each client tailored to needs and problems exposed by the experiences outlined above.
   Use of existing facilities in the schools, community, and industry.
   Student may spend part of the day in one facility, and the remainder in another. He may work part-time and spend some time in a school or other learning center, etc. Transportation to be provided.
   Coordination of such activities by school counselors and work coordinators.
7. Supportive help given with the frequency determined by the psychologist.
   Individual therapy
   Group experiences
   Family group therapy
8. Communication between Center and other agencies in which the student participates be kept constant and positive.
9. As student progresses, and problems achieve solution, he is to be "phased into" the regular school program with the assurance that he can make use of the Center facilities as he deems necessary.
10. Evaluation procedures:
    Frequent meetings with the clients, their parents, teachers, employers, and counselors.
    Scheduled return visits to the Counseling Center for individual and group meetings.

Mr. PUCINSKI. You gentlemen basically have your own private pursuits. You are an attorney in Cleveland. I have always been very much impressed with the skillful job that you have done for the schoolchildren of that city. Your statement today again reflects your continuing contribution as Chairman of the National Advisory Council.

I am going to ask my colleague, Mr. Meeds, if he has any questions of either of you gentlemen.

Mr. MEEDS. Thank you, Mr. Chairman.

I, too, have read the statements and am greatly impressed by them. First of all, let me say to you, Lowell, that I have no argument at all with what you say. I agree wholeheartedly with everything contained in your statement and particularly with regard to the matters touching on teacher education.

Are you aware of any additional funds that are programed in the Educational Professions Development Act for vocational educators or administrators?

Mr. BURKETT. Of course, in the Education Professions Development Act, before part F was added, Congress stated that funds should be used for training people in vocational education.

Mr. MEEDS. Yes; we heard that but——

Mr. BURKETT. I have not seen much effort.

Mr. MEEDS. Right.

Mr. BURKETT. Along those lines, and I understand that in the fiscal 1970 budget there are some plans to earmark about $5,750,000 for that purpose. But that will not make a dent.

Mr. MEEDS. Which is one-sixth of the applications, as you point out, that have been made by a few States.

Mr. BURKETT. Right.

Mr. MEEDS. And won't even begin to touch the need for, I believe you said, 344,000 by 1975. A drop in the bucket.

Also, I would like to commend you, Mr. Calkins, as before. I was impressed by your testimony and I recall very distinctly last year your testimony with regard to the problems of the disadvantaged and the way that vocational education could serve those problems. And today I am again impressed by the nuts-and-bolts approach you take to the problem of vocational education and the role that it can serve.

I have believed for a long time—and I think you probably agree with me—that the end result of manpower development and training programs and manpower programs generally should be to work themselves out of a job and that the vocational education segment of our educational system should be serving and should have served the needs which now arise and which are now made necessary by our failure to, as you say, serve the pool, which we are not doing in vocational education and we won't do in manpower training programs.

And so I think that what you say about getting to sources is so true.

Mr. Calkins. May we add one more point along the same line.

In addition to our concern about attention to the flow as well as the pool, we also have concern about what we call the mainstream problem. There has been a tendency in Congress in the last few years to fund programs which deal with the disadvantaged which are outside of the mainstream of education and not to fund similar programs which are within the mainstream.

There is now funding for many Job Corps, for example.

May I use as illustrations the residential school and the work-study problem?

Now in both cases there is Federal money for the Job Corps in one case and the school Neighborhood Youth Corps in the other case and there is not Federal money for the residential school in the one case and for work study in the other case.

Now, we in the Advisory Council on Vocational Education are not opposed to the funding of the Job Corps or the job of the fundings of the school Neighborhood Youth Corps, but we think it is a mistake for the Federal Government to put all of its money into separate programs and none of its money in the mainstream programs.

There probably are some communities in the country we wouldn't use the money effectively in the mainstream, so we can see an argument for having some separate programs, but there are some communities which would use the mainstream money effectively and in the long run we want all communities to use the money in the mainstream and we will not attain that result in the long run if the only programs that we fund in the short run are the separate ones.

There are great dangers of separatism and let me illustrate them with my own experience in Cleveland.

Prior to 1964 the vocational programs in the Cleveland board of education was a separate program. We had separate vocational schools, some of them for quite able kids, and one of them for kids who didn't succeed in the regular program. That program as a method of dealing with the disadvantaged, as a method of dealing with unemployment in the big cities, was essentially a total failure.

The schools for the able, the kids who need it most, the bottom half of the ability spectrum couldn't get in and the schools for the not so able was thought of as a bad boy school to which it was sort of like going to jail to be sent there. That was why in Cleveland and in nearly every major city in the country you now find that vocational education is going into the comprehensive high schools and is becoming part of the regular curriculum.

The most important thing to poor young people in this country and especially minority group poor young people in the country is pride.

You will not enroll young people from minority backgrounds in what they perceive to be separate programs for the disadvantaged.

There are in Cleveland thousands of young people who will not go to a Job Corps center because the Job Corps is something separate set up for the poor, who would jump if he has a chance to a boarding school. There are other young people who would go to a Job Corps center, but there are thousands of young people in Cleveland who will not join the Job Corps, but who will join what they think of as a mainstream institution, which is not a separate program for the disadvantaged.

Dr. Nichols has had a lot of experience in this area in Minneapolis and I wish we could take a minute or 2 and let him elaborate on this.

Dr. Nichols. I have two things. I have something for the recorder that I would like to enter in the record and I won't bother to read it to you. It is some work we have been doing on this particular subject.

Mr. Pucinski. Without objection the document will be inserted in the record at this point.

(Document follows:)

DISADVANTAGED: A BROADER DEFINITION

A RATIONALE

The high school dropout is a disadvantaged person. Psychological and sociological factors long operative in the youth's total environment have exerted a debilitating effect on his productivity in the conventional school. Dr. Jacob J. Kaufman of the Institute for Research on Human Resources at the Pennsylvania State University comments on this situation, "By the time the disadvantaged student arrives in secondary school, he has reacted to the inappropriateness of his educational experience and has developed a powerful set of negative attitudes toward almost everything associated with school." Evidence of this condition is amply demonstrated in the intital interviews with clients who come to the Work Opportunity Center for help.

Programs with a primary focus on the dropout and his problems have been planned and implemented during the past two or three years. Only a very few have succeeded. The Work Opportunity Center is one of these. New attempts based more on proven techniques than on theory are being developed. These programs are receiving encouragement and support from several sources: local, state and federal. The Vocational Rehabilitation Amendments of 1968 provide the opportunity to "serve new groups by authorizing programs of vocational evaluation and work adjustment to serve the disadvantaged, including youth of school age with mental or physical disabilities, as well as those who have behavioral problems, or are gross underachievers, or are socially maladjusted as a result of environmental deprivation." A pending revision of the Vocational Education Act of 1963 will provide more funds to support innovative and exemplary projects throughout the country. Local and statewide committees in Minnesota have been urging business and industry as well as the Legislature to provide support for such projects.

THE MINNEAPOLIS WORK OPPORTUNITY CENTER: ITS ROLE IN THIS NEW APPROACH

The Center, located in a non-school setting, provides a new and fresh start to young adolescents who have withdrawn from the conventional high schools of Minneapolis. Even before publication of their report, the Center had already corrected much of what Kaufman and Lewis present as conclusions from the Pennsylvania Study: "Inappropriateness of classroom experiences for the disadvantaged; an expectation that each student reach certain levels of achievement at certain times; teachers who reject slow-learning students; routine use of work-books, recitation tests; and a pressure to conform." The techniques and procedures substituted for those used in the conventional schools are described in *A summary of Research and Activities: 1966–1968*. This publication is available from the Work Opportunity Center.

ARE W.O.C. STUDENTS HANDICAPPED?

Recent discussions with members of the Planning and Development branch of the State Office of Education have resulted in this request for inclusion of W.O.C. students in the category of "handicapped" as broadly defined above. The definition supplied by the Vocational Rehabilitation Amendments of 1968 will be used to categorize data on Center clientele.

1. *Youth of school age with mental and physical disabilities. . . .*

In a thorough study of our first 42 students, students typical of those enrolled since January, 1967, the following data was gathered:

[Otis Beta taken in the 7th grade]

Average IQ	95
Median IQ	95
Range	64–120

In a more recent survey of 24 students, representative of approximately 200 students who came to the reading center for improvement of reading skills:

Converted IQ (from the *Peabody Picture Vocabulary Test*)

[S.D. equals 11.1]

Mean	93
Median	95
Range	57–112

Reading scores expressed in terms of grade level (*Gates Reading Survey* and *Gray's Oral Reading Paragraphs*)

	Mean	Median	Range	S.E.
Speed	8.0	8.6	2.4–11.8	2.7
Comprehension	7.9	9.5	2.6–11.5	2.7
Vocabulary	8.3	9.6	2.5–11.9	2.8
Oral reading	8.2	9.0	1.0–11.0	3.0

25% of W.O.C. students read below the sixth grade level.

During the period 1 February, 1967 through 30 November, 1967, 174 students received complete physical examinations. Of these, 75 students (43%) required referrals other than dental e.g. psychiatric, eye, ear, orthopedic, obesity, etc.

During this same 10-month period 260 public school N.Y.C. students in the same socio-economic group as Center clientele were referred for physical examinations. Of this group only 65 (25%) needed further medical treatment. When this 25% is compared to the 43% of our students, the difference is significant at the .01 level.

During a more recent study covering the period 3 January, 1968 through 24 April 1968, 105 students received physicals. Over 207 referrals were made as result of these tests.

2. *Who are gross underachievers. . . .*

As part of an in-depth study of our first 42 students, aged 16 through 21, the following data was collected:

Average number of high school credits—6

50% had completed less than one semester of senior high school work (5 credits)

80% had completed less than one year of Senior high school

Since the spring of 1967 the Center received 25 students assigned by the School Rehabilitation Center. Those students were all previously accepted for special education services and were deemed unable to adequately function in the conventional high schools. Nearly all of the 25 had spent some years in classes for the mentally handicapped and they functioned academically several years below grade level. The IQs of the group ranged from below 60 to normal with the mean for the group in the dull normal range.

3. . . . *socially maladjusted as a result of environmental deprivation*

Mobility may be a potent factor in school dropouts. In the previously quoted "42 Study," 50% had attended 6 or more schools (where 2 or 3 is average.) 70% of the children from minority families had been in at least 5 or more schools.

In the original group of 42 students and in a random sample of 71 enrolled in the program after January 3, 1968, the following data appears:

[In percent]

	Living with both parents			Parents, divorced, separated, or 1 parent dead		
	Male	Female	Total	Male	Female	Total
1st 42 students: M=32 F=10	64	44	59	36	56	41
January 1968 to April 1968 (sample): M=45 F=26	33	35	34	60	58	59

In a study of 60 students belonging to racial minorities (18% of our student body) the following data was evident:

41% were living with both natural parents
38% had one parent missing due to divorce, separtion or death

STAFF IMPRESSIONS

Every student has at least one interview with a counselor. Most have several such contacts. Counselor evaluations of the problems most frequently discussed are:

1. *Social Problems.*—It is estimated that 70% of the students interviewed have had serious social difficulties in their former schools. Chief among their problems has been social isolation which has driven them from school. Both the cumulative records which list social and personal evaluation by teachers and individual counseling interviews at the Center corroborate this fact.
2. *Attendance Problems.*—Approximately 50% of the students contacted and enrolled at W.O.C. have had cumulative absences in their former schools equivalent to one semester or more of school. Approximately 10% of the students have been absent from their former schools for a cumulative period of one school year.
3. *School Ability.*—Despite the fact that many of the students at the Center have average general ability as measured by standardized ability tests, 50% of all the students who have come to the Center have gross deficiences—three grade levels or more in the areas of vocabulary, reading comprehension, and basic arithmetic skills.
4. *School Placement.*—Approximately 5% of the students at the Center at one time were evaluated by a school psychologist and judged eligible for special class placement, but for some reason were never placed. Also, there is ample evidence in the cumulative records for approximately 10% of the students at the Center that some effort should have been made earlier in their school lives to evaluate them for placement in special class, either as mentally retarded or special learning disability cases.
5. *Study Habits.*—Approximately 70% of the students at the Center have gross deficiencies with regard to being able to follow through on school assignments.
6. *School Discipline.*—The records indicated that 60% of the students at the Center had major difficulties with school authority figures.
7. *Family Mobility.*—Approximately 50% of the students at the Center have attended seven or more schools prior to their enrollment at the Center. In individual counseling interviews these students state that their frequent changing of schools was a major cause for school, social, and emotional difficulties.
8. *Family Conditions.*—It is estimated that 55% of the students at the Center come from multi-problem families which have had negative effects on the students' school lives. Among these problems are a lack of finances, poor adult models of achievement, and value systems which are detrimental to personal achievement in middle class oriented schools.

The Center has several trained and experienced members with the Master's Degree in Social Work. The following statements from the Department is based on contact with well over 1,000 students.

During the Center's first two years of operation our experience with the students who come here leaves no doubt in our minds that a large number have rather severe disabling emotional problems which have been largely responsible for their lack of achievement in the regular school programs. We find that these same problems come with the students into our program and prevent them from taking full advantage of the opportunities offered them here. They require an immense amount of personal attention from the counselors, social workers, school nurse, and the teachers. To a very great extent most of our students are so preoccupied with personal, social, and family problems that they have very little emotional energy left to concentrate on learning.

Many of our students have been in psychiatric and correction institutions and have long histories of chronic emotional problems and difficulties with the law. We often have students coming here to school while they are in residence at state mental hospitals or residential treatment homes. The symptoms of these emotional problems include such things as alcoholism, narcotic addiction, arson, armed robbery, rape, burglary, and a multitude of psychosomatic complaints. Disagnotic categories would include psychotic, neurotic and character disorders.

Most of our students have histories of school and social probelms and have been involved with community agencies such as County Welfare Child Protection, County Juvenile Court, State Youth Conservation Commission, Family Service Agencies, and mental health clinics. They generally have severe relationship problems with their parents to the extent that many are physically separated by court order and most are at least emotionally separated. Often our students are the family scapegoats or family rejects. They often express their hurt, anger, and resentment toward parents through delinquent activity and school failure. These students have extremely low self-esteem and very poor impulse control. Our students are more apt to identify with the "hippy" type cultures than with the main stream of our society. They see the world as pretty hostile and certainly as a place where they do not count for much. They are starved for attention, acceptance, and a meaningful relationship with adults—yet fear it and ward it off because of previous experiences where they have only been hurt. All of these factors have to be dealt with before the student is actually available for learning at any where near his real capacity.

Dr. NICHOLS. I want to make one comment before I get on the others that Mr. Calkins alluded to on the youngsters not being willing to go to a Job Corps type of thing.

We are continually calling these youth culturally deprived and they are culturally deprived according to the culture we happen to be fitting into at that particular time. They do not see themselves as culturally deprived. They consider themselves just as rich as any other culture.

So I want to address my remarks and I am going to read a little and talk fast and answer questions, because I appreciate you are short on time. I want to give you a little background first.

I do have a vested interest, Mr. Pucinski. I am vocational educator and principal and director of an experimental vocational school in Minneapolis. More important, I feel very strongly in this particular area, the residential school. I have had the unique experience that I dropped out of high school in the tenth grade and never returned. My return to formal education came through a residential type of situation.

I feel very strongly for a lot of lads and girls in the same situation as I was in and not culturally deprived, necessarily, would benefit from this type of exposure. This would get them out of the flow and keep them from getting into the pool because we need and I think we recognize the fact that many young people need assistance in solving crucial problems in the 11th and 12th years of their life. At this time we call it junior high school. This is when our kids drop out of school. They don't drop out when they are 16 and 17, they drop out.

When they remove the body from the building at 16 is merely the physical manifestation of something that happened much earlier. We need something where the problems causing friction and misunderstanding involving these students, parents and teachers can be worked on as a solution to this. At least I feel a partial solution to this is the residential type of environment and I do not mean a hundred percent residential type of school, such as the Job Corps where a student was pulled away from his community, pulled away from his peers, pulled away from what he considered his particular culture and isolated in an area where everything was foreign to him.

Our students at the work opportunity center—that is a 45-minute talk on its own—which is a school that deals with the particular type of student that this entire discussion is about.

Perhaps I should preface something, too. In going over these notes, I talked it over with people from our State Department, with people from the local board of education, but more important than all of that to me, I talked it over with students at this particular school to get their feeling and we can give vast answers on our professional level. But when you get down to the "gut level" of what this particular boy or girl sees, this to me is a very important thing because these students withdraw from school because of their psychological condition.

It does not permit—these are the problems they have. They call them hangups. And these sources of conflict come about because of the environment they are exposed to. When they leave the building, some of them are strong enough to whip that environment and some need supportive services.

Students withdraw from school because home conditions became intolerable and there is no one there with whom the youth can work and this is what I would like to call your attention to today, because the residential type of center can help with this.

The residential school can provide two environments for student exposure, one similar to the environment he came out of by providing a positive environment for him to react to when he is moving out of it, the residential school.

We feel in taking with different people involved in it, that it should be something that is not so far removed from his environment that the student becomes a foreigner in the area that he is supposed to start getting help with his needs in.

I would say that in response to one other statement, too, about the movement of these youngsters away from the area, because of the political ramifications offsetting residential schools, that it is not essential that some of these residential schools be out of the area. I do not see nor do my colleagues see that it is important that a residential school be slightly separated from a city such as Minneapolis.

We feel it is perfectly practical for some of these residential areas to be in the city and the student would be there on a noncompulsory basis because we do have one thing and I can cite our experience at the work opportunity centers. These students have pride. They are concerned about their future.

Given the proper supportive services, they become very interested in a very short period of time of acquiring this high school diploma that has been alluding them all their years and alluding their parents probably before them, because it seems to me we are on about the fourth generation of dropout now.

And as mentioned in our national report, we are going to have to do something to eliminate this dreary cycle. This I feel can best be done for these particular students in a residential center.

There is another factor, too, that is involved in the residential center that I feel is very important, and professionally I hate to say it, but nevertheless the fact remains we have millions of students dropping out of school every year and whatever the reasons beyond the final one is our teachers are not properly prepared to work with this particular type of boy and girl.

The residential school could have an experimental and learning situation not just for the students, but for the teachers that are working with these particular youth.

I believe further in talking about a center such as this, it should not be aimed entirely at the disadvantaged. Don't misunderstand me. I do not mean we should cut down on programs for the disadvantaged, but I mean that in talking with our youth——

Mr. PUCINSKI. I might ask you at this point, because the testimony was rather clear when we included residential centers in this legislation, at that time I said and other members said that if we could get the skill center funded, we would be perfectly willing to phase out the Job Corps.

One of the weaknesses of the Job Corps is that you bring together in one concentrated community, a group of youngsters who have only one thing in common, they come from disadvantaged areas, they have learning problems. Consequently, there is really no cultural infusion.

I prefer the residential skill center where youngsters from a disadvantaged area can live and learn and work with the youngster not from the disadvantaged area where there can be merely by the relationship of the students a substantial contribution of cultural communion. So I am glad to hear you say that and I don't think that we ever intended that residential skill centers should only be for the disadvantaged, they should also be made available to the non-disadvantaged.

Mr. CALKINS. Our plea would be in the short run future try both. I think it is a terrible mistake to put as much money as we do into the Job Corps pattern of institution without putting some money into a different pattern, to see how it works.

Mr. PUCINSKI. Let me ask all of you, and you, Dr. Nichols, because you have emphasized the skill centers and you have emphasized other aspects, and you, Mr. Calkins, have talked about manpower.

Haven't we reached a point where we ought to start seriously considering, and I propose this and I would like to see this reduced to legislation, that we transfer the manpower program into the State vocational education agency. Mr. Meeds said a moment ago that the ultimate goal of manpower should be to phase itself out. This is not intended as a permament agency.

Now I can see the rivalry between the Labor Department that would like to have the manpower and now I am very concerned about the Labor Department moving into the so-called residential mini-skill center, because it shows the Labor Department moving into the field of education that I believe properly belongs in the USOE.

Maybe what we ought to do now is start thinking in terms of transferring manpower into the State vocational education agency and let the State advisory board then take a look at the total problem of training, adult training, job training, as Dr. Venn mentioned, He mentioned continuous education.

I presume this means improvement in job skills for the worker, especially in the paraprofessional field.

Dr. Nichols. I think Dr. Venn is alluding to the fact we can provide job skills in 1970 and 1969 for somebody, but we know because of technological advances in 1975 those skills will no longer be necessary.

Mr. Meeds. Mr. Calkins' illustration of the pool and flow concept reminds me of the test for insanity they had in New York State at the turn of the century. They used to take the suspected insane person into a room where there was a bucket, a ladle, and water running into the bucket and tell him to empty the bucket. If using the ladle he kept working and never really emptied the bucket, they sent him to an institution. And if he turned off the spigot and then emptied the bucket, they declared him sane.

Now, under this criterion it seems to me this Nation might well end up in an institution because we are not doing precisely what Mr. Calkins says we are not doing. We are not working on the flow. And the job of vocational education should be employed to work on this flow. And I am not saying there isn't a place for manpower programs, there obviously is in updating people's skills and things like this, but the reason we have to have manpower programs by and large is because the education system has failed.

Mr. Calkins. We will have ready, Mr. Chairman, for the administration and for the Congress within 6 or 8 weeks what I think will be a kind of second report from the Advisory Council in which we will deal precisely with this problem, considering the comprehensive manpower bill and what we think the right kinds of modifications are that should be made in that bill.

Mr. Pucinski. I am not too sure we may not want to offer a third comprehensive manpower bill, which will really put all of this manpower training, vocational education, residential skill centers, all of these things into the State vocational educational agency.

The argument against that has been that they are not ready, but after hearing Dr. Venn this morning, I feel very encouraged that they can be made ready, because they have the technology and they have the manpower and they have the wherewithal. After listening to Mr. Meeds' fine example here of what they used to do in New York, I am not too sure that maybe we ought to start thinking in terms of a third alternative in the comprehensive manpower training program and that is to put the responsibility in the vocational education department and let them be charged with the responsibility of training people to be employable, at whatever age level.

Mr. Calkins. The core of our proposal will be a requirement that there be a plan which will deal with the flow as well as the pool and that every level, Federal, State and local, the objective be stated to eliminate the pool and the means be seen as both shutting off the flow and getting the people who are in it or still trickle in out, but with a kind of equal emphasis given to both.

Mr. Pucinski. Mr. Nichols talked about and you had, Mr. Calkins, that disadvantaged young people do not likely to go into vocational education schools because over the years we have gotten the impression that vocational education is for the inferior student, which of course is not true. But nevertheless, that persists.

I have been kicking around the idea of the 3- and-2-day week where we would take a school and give a youngster 3 days of basic education reading, writing, and the basic skills that he needs, and verbal skills, and then 2 days in the same school of occupational orientation. Strong emphasis on cooperative work-study and the various other things, so that every school would be, in effect, a basic education institution and a vocational education institution.

Mr. Calkins. We believe that should be done and that every high school should be big enough that it can offer a complete range of programs and there should be large numbers of college-bound students who take vocational courses and see them as a proper part of their progress toward college.

Dr. Nichols. I would like to add in the particular building we are in, this is one of the things. We didn't go the 3 and 2 days, we split the day. They are getting this thing in the morning and in the afternoon work-experience with the cooperation of employers outside and until we run out of funds with the work-study program in the building and the program which I feel the loss of was something that we will never be able to recover, in talking with directors of vocational schools in Minnesota and reviewing all of the vocational schools in Minnesota and the effect money withdrawal had on them, it is completely horrible and irresponsible on our part.

I can cite from our building the day it ended 14 students walked out of the door and never came in. And at Alexandria, one of our larger vocational schools, 200 students walked out of the building and never came back because they were financially unable to attend school. And when these funds were cut out, they were gone.

Mr. Calkins. We know increasingly clearly that the real problem of getting people into employment is not to teach them a skill. That is quite easy, and quickly the problem is twofold. First, to teach an attitude toward employment, get there at 9 o'clock and stay all day, et cetera; and secondly, give them enough of a general kind of education that they can adequately socialize with the other guys.

The reason why disadvantaged people leave jobs is overwhelmingly not because they are fired, because they are incompetent in running the machine, but because they can't get along with the social interaction with the other employees.

The skilled training is easy to give. It is the attitudes and the cultural level, and so on, which is difficult and most important.

Mr. Pucinski. One of the problems with manpower retraining in most cases, this is not a hard rule, but a good many of these manpower retraining programs are for entry skills, and these are dead-end jobs. If you train a man for entry skill and he gets there and works 3 weeks and discovers he is not going anyplace because he is not qualified and he hasn't any opportunity, it doesn't take him long to become discouraged, simply because he had not had the attitude developed that he can move up and he can advance.

Mr. Calkins. It is, of course, true the skill training is essential. The point is that the skill training by itself isn't enough. It takes both the skill training and the attitude.

Dr. Nichols. That is what I was going to mention in the last remark on the residential school. By getting some of these other students in there, the disadvantaged youngsters could be involved in the fruitive cultures and discovery opportunities could be provided for both the advantaged and disadvantaged youth because these kids know they are going to grow up and live and exist in a multi-racial and multicultural society and if they don't do it, if we don't provide this exposure for them in the schools. I feel that the residential centers is a primer for this sort of thing, they are going to lose out on it and we are going to lose out because they recognize this is a need.

I would like to and then I will be quiet for a while, unless you have a question to direct to me, give you a quotation one of our students gave to me to bring to this group when he found I was going and the quote was—I won't use his exact words, they are a little more colorful than these and there are ladies in the audience.

"You have been saving money at a terrific cost for years. When are you going to halt this foolish practice?"

And I think this particular lad who is considered a high school dropout is saying something. He shows he has wisdom beyond his years.

Mr. **Pucinski**. I think he is absolutely right.

Mr. Dellefield, do you have anything to add to all of this? You have been sitting here quietly.

Mr. **Dellefield**. I would like to say thank you. Both you, Mr. Quie and Mr. Meeds, have said some very kind and very appropriate words about the members of the Council. They are a cross-section of Americans in the business and labor movement, in the education field, and general public, and I feel it a real opportunity to serve with them.

Their initial report which you have in your hands was described by the "Education Daily" as the hardest-hitting and most critical document ever published by the Government.

As Mr. Calkins said, we will be coming out shortly with another report, which we hope will be just as appropriate and just as meaningful to you. I might also say that right now we are planning a cooperative educational day with the State advisory chairman, so that we can plan together to provide more information to this committee and give you a nationwide picture of how lay people feel about the vocational educational program.

Mr. **Pucinski**. Well, I want to thank all of you for being here and for your contribution this morning. We are going to call the committee together as quickly as we can and see if we can't report this bill out, because I am convinced after listening to the testimony this morning, that this legislation ought to be approved.

This does not in any way foreclose the administration from offering its own bill at whatever point in time they choose to do so.

I think for us not to move this legislation at this time would be very depressing in vocational education circles throughout the country. Our moving this legislation in no way precludes or forecloses the administration from coming in with its own program at any time that they wish to do so. As a matter of fact, when the comprehensive manpower bill comes up, we may at that time move ourselves with a series of amendments.

So we are mindful that there will be changes, but we ought not to hold up this legislation simply because we foresee changes.

I anticipate that this Advisory Council will have as much impact as the former Advisory Council whose 1968 report was the basis for the forward thrust that we got in the 1968 act. I am looking forward to seeing your other report and if there is no objection, I would like to place at this point in the record the annual report of the National Advisory Council from July 15, 1969.

Hearing no objection, so ordered.

(Document follows:)

ANNUAL REPORT

National Advisory Council on Vocational Education

Vocational Education Amendments of 1968

Public Law 90-576

July 15, 1969

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

July 15, 1969

The Honorable Robert H. Finch
Secretary
Department of Health, Education,
and Welfare
330 Independence Avenue, S.W.
Washington, D.C. 20202

Dear Mr. Secretary:

The National Advisory Council on Vocational Education is required by law to "make annual reports of its findings and recommendations . . . to the Secretary for transmittal to the Congress."

We transmit with this letter, as our first such report, a brief statement outlining the major steps which in our view must be taken at once if vocational education is to make the substantial contributions of which it is capable toward eliminating unemployment, unrest, and violence in our country.

Because we have only recently organized, this report does not reflect the more detailed appraisal of the administration and operation of vocational programs which we contemplate in the future. We expect to submit additional findings and recommendations during the coming year. The Council believes, however, that its principal findings and recommendations are so clear and so urgent that to delay their transmission to you and to the Congress would be unwise.

Sincerely yours,

Hugh Calkins
Chairman

The National Advisory Council on Vocational Education was created by the Congress through the Vocational Education Amendments of 1968. It is composed of 21 persons, appointed by the President from diverse backgrounds in labor, management and education. It is charged by law to advise the Commissioner of Education concerning the operation of vocational education programs, make recommendations concerning such programs, and make annual reports to the Secretary of Health, Education, and Welfare for transmittal to Congress.

FIRST ANNUAL REPORT
# of the
NATIONAL ADVISORY COUNCIL
ON VOCATIONAL EDUCATION

The violence that wracks our cities has its roots in unemployment and unequal opportunity. Those who have no jobs in an affluent community lash out in anger and frustration. Young men and women who cannot qualify for decent jobs distrust the society which reared them. Dissidents speak with the voice of rebellion; campus and inner-city revolt reaches into our schools. Our Nation seethes.

Racial unrest, violence and the unemployment of youth have their roots in inadequate education. Each year the ranks of the school drop-outs increase by three-quarters of a million young men and women. They enter the job market without the skills and attitudes employers require. They and the millions of others who are underemployed--among these the students who are graduates of our high schools but who are inadequately prepared for anything--are tragic evidence of the present inadequacy of our educational system.

The failure of our schools to educate to the level of adequate employability nearly 25% of the young men and women who turn 18 each year is a waste of money, as well as of human resources. The Nation supports a galaxy of remedial programs, some of which have cost as much as $12,000 for every man or woman placed on a job. Those who remain unemployed may cost us $4000 or more per year in welfare support for themselves and their children, who will repeat the dreary, costly cycle.

The costs, the blighted lives, the discontent, the violence, and the threat of revolution, are needless. Schools can prepare young people to realize their potential. Each city in the country succeeds every year with some of its students, in even the most depressed parts of the city. Why is success not universal? Why is the failure rate so high?

The reasons are attitude, program and money.

ATTITUDE

At the very heart of our problem is a national attitude that says vocational education is designed for somebody else's children. This attitude is shared by businessmen, labor leaders, administrators, teachers, parents, students. We are all guilty. We have promoted the idea that the only good education is an education capped by four years of college. This idea, transmitted by our values, our aspirations and our silent support, is snobbish, undemocratic, and a revelation of why schools fail so many students.

The attitude infects the Federal government, which invests $14 in the Nation's universities for every $1 it invests in the Nation's vocational education programs. It infects State governments, which invest far more in universities and colleges than they do for support of skill training for those whose initial preparation for the world of work precedes high school graduation. It infects school districts, which concentrate on college preparatory and general programs in reckless disregard of the fact that for 60 percent of our young people high school is still the only transition to the world of work. It infects students, who make inappropriate choices because they are victims of the national yearning for educational prestige.

The attitude must change. The number of jobs which the unskilled can fill is declining rapidly. The number requiring a liberal arts college education, while growing, is increasing far less rapidly than the number demanding a technical skill. In the 1980s it will still be true that fewer than 20 percent of our job opportunities will require a four-year college degree. In America every child must be educated to his highest potential, and the height of the potential is not measured by the color of the collar. Plumbers, carpenters and electricians make more than many school superintendents and college presidents; only the arrogant will allow themselves to feel that one is more worthy than the other.

We recommend that the Federal government immediately exercise its leadership and allocate more of its funds to cure our country of our national sin of intellectual snobbery.

PROGRAM

Within high schools the student should have multiple choices. A separate vocational school or a distinct vocational track should be exceptions, not rules, in a technical and changing society. Communication and computation skills become relevant in a context that relates them to an employment objective. All students must be allowed to move in to and out of vocational-technical programs and to select mixtures of vocational-technical and academic courses. Students should be released from school to acquire employment experience, and should then be taken back for further education. Students should be able to go to school the year around. It is inconceivable that we plan to continue to let our school plant lie idle three months of the year. Rural schools must give their students opportunities to train for urban jobs, since many of them are bound for the city.

Those who do not acquire a job skill before leaving the 12th grade must have access to a full range of post-high school programs to train them for employment at their highest potential. Vocational and technical programs should be readily available to most adults through adult high schools and community colleges. The rapidity with which Americans will change jobs in their lifetimes must be matched by the variety and accessibility of training programs through which new skills and subject matter can be learned at any age in every locality.

Changes in the elementary curriculum are also needed. Exploration of the world of work should begin early. Respect for work and pride of workmanship are essential in a trillion-dollar economy. Direct job-related instruction, starting in the upper elementary grades, should be made available for some pupils.

We recommend that substantial Federal funds be allocated to support curriculum development, teacher training, and pilot programs in vocational education. No Federal investment will bring a higher return. We challenge State and local governments to throw off old habits and take a hard, fresh look at what they are doing in vocational education. We urge the public to watch carefully, and to demand and support the innovations that work.

MONEY

For society, as a whole, educating youth for employment costs less than educating them for the college they will never reach and providing remedial training thereafter. In the budget of a particular school district, however, to prepare a student for a job costs more than to prepare him for college. Classes usually must be smaller; equipment and facilities are more expensive; a good job placement service is more costly than a good college enrollment service. The added cost of vocational education is a reason--or an excuse--explaining why most school districts have shirked the duty to provide it adequately.

We do not condone the misallocation by local districts of their resources. But we recognize the real pressures from teachers for salaries that at least keep pace with inflation and from taxpayers whose property tax rates have mounted rapidly. We believe that the reform of American schools the Nation so desperately needs will not come about if the Federal government continues to invest nearly $4 in remedial manpower programs for each $1 it invests in preventive vocational programs. If the Federal government will substantially support the additional initial cost of educating youth for employment, we believe that the financial, personal and social costs of unemployment can be dramatically reduced.

The 1968 Vocational Amendments create a statutory framework under which substantial Federal appropriations can be directed toward the prevention of further increases in the ranks of the unemployed and underemployed. Congress has given us the blueprint. Now we must furnish the materials with which to build the structure the American people expect and demand.

Respectfully submitted.

Hugh Calkins

Hugh Calkins, Chairman

Michael Alarid
Findlay C. Allan
Richard Allen
H. S. Brown
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Hugh Calkins
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Alice B. McLean
Jack Michie
Luis M. Morton, Jr.
Charles F. Nichols
George L. Ramey
Samuel H. Shapiro
Donald H. Smith
Robert M. Worthington

Members of the Advisory Council

Mr. Pucinski. Our last witness will be Congressman Robert Mollohan from West Virginia. Bob, we are glad that you were able to leave your own committee meeting to testify before us this morning. You may proceed in any manner you wish.

STATEMENT OF HON. ROBERT H. MOLLOHAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WEST VIRGINIA

Mr. Mollohan. Thank you Mr. Pucinski, for the opportunity to appear before your committee today. While the extension of a set of programs, within a larger program is generally considered a rather routine legislative matter, I requested the opportunity to appear before the subcommittee because of the uncommon need for vocational education in my State of West Virginia.

While our State has made substantial strides toward a more diverse economy in the past 10 years, West Virginia continues to struggle with economic problems which many States solved years ago.

Among these problems, the development of a highly skilled labor force stands out as a major challenge for our State. Presently, 63 percent of our high school graduates are not planning to attend college and their present education has given them only a limited preparation to pursue a career which contains the opportunity for financial and psychological benefits most of our young people desire.

At the same time, this Nation is evolving an economy which demands a sophisticated range of skills provided neither by on-the-job-training, nor by our secondary school system. Consequently, in the absence of a very successful vocational program, the result, I think, will be a generation with a substantial portion of very well trained people and a substantial fraction of very poorly trained people.

This cannot but contribute to the social tensions we are seeing between the well-educated, the middle class, and the poor. This Nation already faces the dilemma of too many poor within an opulent society—a society which has, rightly, I think, revered the work ethic.

Engaging in responsible employment has proven to be one of the most important sources of security a person can experience.

Yet so many people are underemployed within our economy, that we must question the adequacy of our educational system.

The tension we witness today gives us a fair picture of what results when part of the Nation's children have received good education, good training, or both, and some of our Nation's children receive poor education, poor training, or no training at all. As a functional matter, this results in a more exclusive, rather than an inclusive, economy and society.

Today the 30 or 40 percent of our young people, who attend college, will widen the gap between themselves and their contemporaries who must depend upon a high school education which has not materially changed in two generations. It will be to these well-educated young people that the advantages of technology will accrue, not to the person whose lack of a skill qualifies him primarily for employment, subject to being destroyed or phased out by technology. To this person, technology will be a threat, not a benefit.

I don't know whether this disparity of skills, with its consequent disparity in the distribution of wealth, will result in social disorder, but we do know this disparity will not contribute to social stability in the next generation. It is fairly evident that the next decades will constitute a testing ground for social order, and it seems to me that we can ill-afford to face this test with the present imbalance in our efforts to prepare a generation to live and work together.

Consequently, in my judgment, it is vital that we formulate those programs that can prepare everyone to engage in the purposeful use of his talents. One of the most vital programs is vocational education. Accordingly, I think the expeditious extension of the programs covered in H.R. 13630 is one of the more important long-range investments this Congress can make toward a secure and happy Nation.

Mr. PUCINSKI. Congressman Mollohan, I would like to thank you for your fine presentation this morning. We consider you as one of the foremost champions of vocational education in Congress, and wish to congratulate you on your leadership, both in Washington and in your State of West Virginia.

Gentlemen, thank you all for appearing as witnesses today. The committee will stand adjourned.

(Whereupon, at 12:35 p.m. the subcommittee adjourned, to reconvene at the call of the Chair.)

(The following material was submitted for the record:)

Program Guideline Series, Vocational and Technical Education

United States Office of Education

Guidelines for special programs authorized under the Vocational Education Amendments of 1968 have been developed to assist State and local education agencies to implement provisions of the legislation.

The program guidelines are an outgrowth of national conferences called to examine implications of the 1968 Amendments. Representatives from public and private education, government agencies, lay and professional associations and the business community participated in these conferences and contributed background information and recommendations for the content of the guidelines.

Research Handbook for Vocational-Technical Education

William L. Hull
Associate Professor

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Research Coordinating Unit
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Stillwater

This publication was prepared pursuant to a grant with the Office of Education, U.S. Department of Health, Education and Welfare. Contractors undertaking such projects under government sponsorship are encouraged to express freely their judgement in professional and technical matters. Points of view or opinions do not, therefore, necessarily represent official Office of Education position or policy.

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PREFACE

This handbook contains a synthesis of papers presented at the National Conference on Research held February 18-20, 1969, in Oklahoma City. It is limited and reflects the particular perspectives of the specialists who presented the original papers. But the final draft of the handbook is also general in that it is the product of several revisions based on reactions of selected audiences who represent various segments of vocational education, both private and public. Hopefully, it is forward looking in design and substance.

The project staff acknowledges the assistance of many individuals. Initially, eight consultants were engaged to develop position papers on research in vocational education. The major ideas in these papers form the substantive base for the handbook itself. The consultants presented their ideas at a national meeting. The presentations are published in total in *Proceedings: National Conference on Research, 1968 Vocational Education Amendments.* Selected participants representing all facets of vocational-technical education, from both public and private sectors of the economy, reacted to the presentations. From this interaction members of the project team developed the first draft of the handbook. The first draft was taken to nine regional clinics where participants from State and local vocational-technical organizations reacted to the format and content. The handbook was then revised to its present form. Suggestions from letters written by participants at the national conference have been used freely throughout the handbook. Special credit goes to the Florida State Department of Education for helpful policy statements on research.

It is the ultimate purpose of this handbook to influence the nature and direction of research in vocational-technical education. It is presumed that much research effort in the future will be directed toward local and State projects. Consequently, the handbook is written for use by individuals at the local and State levels.

Hopefully the handbook contains alternative strategies for developing research policies. It is intended to be a collection of ideas, some of which are more appropriate than others in particular circumstances. It becomes the task of the reader to determine which strategy or approach has the most merit for his particular situation.

The format of the handbook facilitates use by the reader. The chapter headings are organized around substantive concepts and levels of research. Chapter I examines legislation authorizing research monies. Chapters II and III suggest ways and means to implement research policies on the State and local level. Chapter IV deals with national problems and issues in research.

In addition to the chapter divisions, the reader can obtain a brief overview of the content by referring to the "Guiding Principles" identified under each chapter heading. The reader who is interested in how-to-do-it suggestions may refer to the "Specific Recommendations" section at the end of each chapter.

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CHAPTER 1

Research: A Legislative Mandate

Guiding Principle

A commitment to the research and development function should be institutionalized into the operations of State agencies. State monies should be budgeted to the R and D function at a sufficient level to continue program innovation regardless of the Federal research funds allocated to the State.

Public Law 90-576 continues the spirit of research in vocational education initiated by Public Law 88-210. Part C of P.L. 90-576 sets forth provision for research and training in vocational education. Procedures for application of Federal funds are spelled out. However, 50 percent of the funds available for research are set aside for distribution directly to State boards of vocational education. This provision places responsibility on state-level personnel for maximizing benefits from these funds. Allocating research monies to the States which will be dispersed at the State and local level also implies new and different objectives for research.

The traditional view of research sees the research process as one of generating new knowledge and of revising generally accepted conclusions in light of new evidence. The university researcher explores theoretical considerations in an attempt to project in a somewhat sophisticated and systematic manner the outcomes of any given research study. This type of research will tolerate negative results. In other words, if the projected conclusions are not substantiated and the study is well-conceived and appropriately designed, then these findings are related back to theoretical considerations for revision. Such an approach has been used in many graduate student dissertations.

P.L. 90-576 intends for state-allocated research monies to be used for program revision. This intention may have been the result of comments criticizing research during committee hearings. The panel of consultants on vocational education suggested that vocational education research falls far short of meeting the current need. Prior to 1963, research had been carried out primarily by graduate students. Even after the 1963 Act, research had little impact on the program development.

The 1968 Advisory Council on Vocational Education mentioned genuine concern at both State and Federal levels about the nature and value of research. The inability of research to find the needed answers to point the way has been most disappointing. The most frequent criticism of research has been the lack of tangible evidence of its impact on vocational programs. Perhaps this is the reason that Public Law 90-576 places emphasis on dissemination of information and the development of innovative programs. The need for relevance of research to program planning places a great challenge on State directors of vocational education to ultilize research monies in such a manner as to effect program change.

A Functional Definition of Research

For the purposes of this handbook research is conceived in its most generic sense, as a function — a function of program planning and development. In this broad sense research proposals must consider not only the rationale for the need for the project but the potential implementation of the findings as well. The research process can assist in (1) setting objectives, (2) developing procedures to reach those objectives, and (3) thoroughly testing products such as curriculum materials before they are disseminated for use in educational systems. This view conceives research not as a narrow, discipline project-oriented activity but rather as a broad function of the educational system itself. The objective or goal of this function is to facilitate change and improvement in vocational-technical education. Obviously there is a need for continuing change and improvement; therefore, the goal becomes a part of each new plan or idea which is proposed.

Educational systems can learn much from private industry. Industry permits other sectors of the economy to stand most of the cost of researching phenomena which have a limited probability of yielding profit-making information. Industry prefers to concentrate on applied rather than basic research and on the development of an improved product for service to its consumers. Such mission-oriented research will account for approximately 69 percent of the industrial research and development work in 1969. This pragmatic view may contain a lesson for vocational-technical education researchers. State departments of education and directors of vocational education can ill afford research which does not relate to existing or anticipated needs in the State. Consequently it appears logical to channel these research monies into programs and projects which will result in efficient and effective approaches to teaching and learning.

These programs and projects should be able to draw on more basic and perhaps developmental research of colleges and universities. State-level programs and projects should relate to a national network of coordinated effort in order to maximize results.

Legislative Authorization for Funds

Like the 1963 Act, Public Law 90-576 authorizes 10 percent of the appropriations to be spent on research. The Senate committee reinforced this intent by declaring that the section of the Act "designed to support vocational education research is to be the leading edge in vocational education." Part C of P.L. 90-576 authorizes 50 percent of the research monies to be made available to the States for each of the following purposes: (1) for payment of up to 75 percent of the cost of the State research coordinating unit; (2) for grants to colleges and universities, other public or non-profit private agencies or institutions, and local educational agencies, and for contracts with private agencies, organizations, and institutions. These funds may be used to pay up to 90 percent of the cost of programs and projects for the following purposes: (1) research and training programs; (2) experimental, developmental, or pilot programs; and (3) dissemination of information from research and demonstration programs. A more specific statement of these purposes may be found in P. L. 90-576. The remaining 50 percent of the research monies may be dispersed from the U. S. Office of Education for projects which demand national coordination of activities and have national or regional implications. In addition to Section C of P.L. 90-576, a search of the Amendments reveal the following relevant sources of continuing funds available at the State level for research and related purposes.

Section 122(b) 2 and 3 deals with evaluation and with obtaining information about current and projected manpower needs and job opportunities; Section 122(a) 8 is concerned with evaluation and development activities as a part of ancillary services.

The State will have under its control terminal funds authorized by the following sections: Section 142(d) supports the development, establishment, and operation of exemplary and innovative occupational education programs and projects; Section 161(b) 2 includes curriculum development, evaluation, and research and demonstration activities in homemaking education; and Section 173(a) 4 and 8 provides for curriculum development and evaluation in cooperative programs.

In addition, the Commissioner, USOE, will retain certain research-related funds available for awards to institutions and agencies, irrespective of their geographical source. These authorizations include: Section 142(c), exemplary programs and projects; and Section 191(c), curriculum development.

What conclusions can be drawn regarding the intent of the program of research? First of all, *members of Congress continue to place a high value on research in vocational and technical education.* Although appropriations have not measured up to their authorizations, their priorities for research are, nevertheless, substantial. Secondly, *members of Congress are aware of the problems of staffing for research, a recurring theme in both the Senate and the House Committee Reports.* Thirdly, *they want research to contribute to existing programs as well as to new programs and new emphases.* Finally, *they want the research programs to be a part of plans generated at local and State levels as well as at the Federal level.*

National Priorities for Research and Development

National priorities have been set by Congress. Research has become one of these. The built-in system of evaluation on a 5-year basis emphasizes the need for data collection, processing, and interpretation. The evaluation function requires staff members with some knowledge of research procedures.

Research and development as a function of program planning relates directly to needs of society as interpreted by Congress. The 1968 Amendments list a number of goals or objectives for the educational system. Among these are the following:

1. There is need for all persons to have "access" to vocational education. This includes people of all ages in all communities with various interests and abilities.
2. Advisory councils have been mandated as a device for relating the educational system to community demands. Advisory council members may need to be informed of research roles and priorities. Evaluation is a constant thread through the 1968 Amendments. Congress intends for vocational education to be a quality program. Data collection and its interpretation become important functions for program planners.
3. Residential vocational schools are urged as a device for coping with youths who need employment skills.
4. Cooperative education programs are viewed as a bridge between a student's academic preparation and realistic experience in the world of work. As such, cooperative education becomes a priority item for vocational education research.

To summarize, research is viewed as a national priority primarily because of what it can do for the other aspects of the vocational program. In its narrowest sense research can be evaluation, which leads to a restructuring and a pinpointing of problem areas in vocational education. In its broadest sense research is systematic change, an attempt to supplement and develop different approaches to solve vocational education problems. This latter rationale develops an approach which results in the adoption of different methods into an existing target system. This approach requires emphasis on dissemination of information, on repackaging of research findings, and upon change agents to assist users of the repackaged information.

All organizations must be willing to look at alternative ways of achieving their goals if they are to remain pliable and dynamic. Research can provide the procedures for testing alternative solutions to problems.

Specific Recommendations

1. State and local educational agencies should not impose eligibility requirements in research programs which are in addition to Federal law.

2. Funds for research should be allocated to the States on a general non-categorical basis.

3. P.L. 90-576 stipulates that state-allocated research monies are to be used for making qualitative improvements in existing programs.

4. State-level programs and projects should relate to a national network of coordinated research effort to maximize results.

CHAPTER 2

State and Local Administration of Research Funds

Guiding Principles

Administrative policies at all levels should be minimal yet sufficient to allow an accounting of funds.

Users of research findings should participate in the process of determining priorities for research and development activities.

Decisions on research priorities should be made at the administrative level (local, State, or Federal) responsible for funding.

The continuing evaluation function should be clearly separated from program development in vocational and technical education. An element of evaluation expertise from outside the system should be present in program evaluation.

The administration of research funds as expressed in the State plan should contain an accurate and explicit statement of relationships among research agencies and funding procedures. The State plan should provide opportunities for alternative strategies and ways of adjusting solutions to fit different situations. The plan needs to be decision-oriented and directly involve research funding units with program planning units.

An approach of this type requires a commitment of resources to the research function regardless of the level of Federal funds. Congress has been explicit in its desire for educational agencies to maintain research and development activities. Two successive Acts have allocated 10 percent of authorized program planning funds for research. Hopefully, State agencies and local school systems will see the wisdom of following these same procedures.

One strategy is to commit a certain percentage of State funds each year to the research function. A research commitment should be reflected in the vocational-technical programs at the local level. Perhaps some incentive could be awarded to local school systems for successful practices which were not in existence the previous year.

A Model for Research and Development

In the last few years several theories and models have been proposed in order to explain the nature of the activities required to help insure rapid, qualitative improvements in education. Figure 1, "Educational Change Model,"[1] illustrates one version of a generalized abstraction of the change process; it draws heavily upon the prior work of Guba and Clark.[2] Figure 1 (page 24) has been used as the major resource for identifying the kinds of functions to be performed by the research-related subsystem. The suggested functions are briefly described below. Each is required in order to facilitate change by exploiting the creative potential of individuals and groups, and by serving directly the ongoing needs of the occupational education system.

(a) Conducting operational research to provide special information immediately useful in decision-making or knowledge immediately applicable in the operating program.
(b) Developing new and updating existing curriculums and instructional materials to increase the scope and improve the relevance and efficiency of occupational programs (the "normative" development process of engineering and producing "standard" types of curriculum products).
(c) Evaluating the effectiveness of occupational education programs including: (i) the extent to which certain pilot-experimental programs are attaining their goals (formative evaluation), (ii) the cost/effectiveness of alternative ways of providing occupational instruction (periodic, summative evaluation at the micro level), and (iii) the total impact of the occupational education program in relation to societal needs and goals (periodic, summative evaluation at the macro level).
(d) Stimulating, facilitating and coordinating the innovative research and development efforts of individuals and groups.
(e) Inventing, engineering, producing, and evaluating prototype innovative curriculums and instructional materials.
(f) Conducting applied research on methodological, continuing, and complex problems which have potential for making long-range and general qualitative improvements in occupational education.
(g) Administering research-related grants and contracts with agencies and institutions in order to monitor and supervise the ongoing research-related activities supported by state-controlled funds.
(h) Disseminating the results of research-related activities to: (i) facilitate further research and development, (ii) improve the rationality of educational decision-making, and (iii) speed the application of new knowledge and the adoption of worthy innovative practices.

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[1] Moss, Jerome, Jr., *The Evaluation of Occupational Education Programs*, Technical Report, 3, Minneapolis, Research Coordination Unit in Occupational Education, University of Minnesota, September, 1968, p. 14.

[2] Guba, Egon and David Clark, "An Examination of Potential Change Roles in Education," Paper Presented at the N.E.A. Conference on Innovation in Planning School Curricula, Airlehouse, Virginia, October 2-4, 1965.

(i) Coordinating and conducting training activities designed to increase the number and improve the competence of producers and consumers of occupational education research-related activities.

It should be noted that the suggested functions deliberately exclude the conduct of basic research. That is, all the problems to be researched by the subsystem should emanate from the parent occupational education system, and the results should have recognizable potential applications to that system. Demonstration, trial and adoption, as shown in Figure 1, represent the transitional stages which link the research-related subsystem with the operational subsystem.

All of the nine functions in the above list are necessary to the systematic improvement of occupational education practice. The research-related subsystem expressed in each State's long-range plan must provide for the efficient performance of all nine functions. And the implementation of the long-range plan, as revealed by the activities and budget of the annual plan, must give them substance under specific conditions.

Operational Definitions for Research and Development

The 1968 Amendments, P.L. 90-576, list several terms in Part C. Among them is the term *experimental programs* as contrasted with developmental and pilot programs. It is important to recognize that an experimental program is a type of research. The experimental elements may be materials, techniques, processes, or combinations of these. Like other forms of research, experimental programs will tolerate negative results. Consequently, evaluation of experimental programs is imperative.

Developmental programs differ from research by the fact that outcomes are known and describable. The objectives may be stated in the form of performance specifications. Developmental projects or programs produce materials or demonstrate techniques which will accomplish prespecified objectives. Unlike experimental research, developmental projects may change objectives. Ultimately, positive results must occur.

The object of a *demonstration program* is dissemination, and the test of its effectiveness is the extent to which it provokes the development of similar programs. In another sense, a demonstration program may be created to determine whether its materials, techniques, or processes can accomodate to a new or different setting.

Dissemination refers to activities which assist people in finding what they are looking for and activities designed to inform professionals about improved practices in their respective fields. Dissemination activities should be specific to the ordinary ways in which professionals seek, obtain, and utilize information.

There is obviously much need for coordination of information from various sources. Vocational and technical education requires inputs from the Department of Labor, the many areas of HEW, and local school statistics. Most public school systems are not in a position to coordinate this information. Consequently, it becomes the responsibility of the State to develop a system not only of information processing but a system of agency interrelationships which insures minimum levels of self-renewal. Each State has different constraints and limiting circumstances. This publication attempts to provide alternative suggestions for organizing State and local agencies.

Relating Research Functions to State Agencies

At least three broad funding categories for research activities are identified in P.L. 90-576. The first of these is research and training, which includes the production of research data and an orientation of people to these methods and information. The second category includes experimental, developmental, and pilot programs. (In experimental programs, negative results are acceptable and the information adds to the store of knowledge. In developmental and pilot programs, however, relatively successful outcomes are expected.) A third category is dissemination of information which clearly includes those ideas which will work. The objective of dissemination is adoption by the target system.

These three categories closely resemble the functions of research listed earlier in this chapter. At this time an attempt will be made to relate most of the earlier functions to agency responsibilities. The reader should keep in mind the perspective of research as a means to program revision and innovation. The research subsystem undergirds the whole of vocational-technical program planning.

The Planning Function: Perhaps the most critical ingredient in administration of any educational program involves planning. This includes the setting of goals or objectives, identifying alternative procedures or strategies to reach those objectives, and developing a set of attitudes or expectations for outcomes of programs. This latter statement relates to the category entitled normative development. Advisory committee members should represent the users of research information. In many cases these users will be practicing vocational or technical educators. Such individuals should have some knowledge of the substantive problems within a given vocational or technical discipline. Individuals participating in the planning process must draw on data and information from many sources, including several other State agencies. Consequently, relationships between organizations must be devised to communicate facts about employment needs and the supply of high school and college graduates to planners of education programs. Most likely the agency planning vocational-technical programs is located under the jurisdiction of the State Board for Vocational-Technical Education. This agency should be engaged in continuous self-evaluation of the system. Initially, serious gaps in information are likely to be discovered. These voids should be communicated to the agency responsible for setting research priorities. Research or developmental projects may be solicited if critical information is needed. A host of operational research questions should be generated from the program planning agency in the organization.

The Evaluation Function: A second primary function associated with vocational-technical program administration is the evaluation of existing programs as well as the evaluation of innovative programs and expenditures of resources for these programs. Regardless of the quality of program, almost any organization can profit from periodic in-house subjective evaluations. In addition to self-evaluation, objective reviews of existing programs should be required. Several States are initiating program reviews which will result in recommendations for change. People serving as evaluators may come from a number of sources, from other school systems, from state-level agencies, or, as consultants, from universities. It becomes important to divorce the evaluation of programs from the planning stage of development. This separation enhances freedom from biases. Both planning and evaluating activities need to be conducted in an objective atmosphere.

The Funding Function: A third function of research in vocational-technical education evolves around the administration of research funds. Such administration should be designated for a particular agency of State government. It involves a host of related support activities.

One of the most important related activities involves the *setting of priorities* for research programs and projects. This process is similar to the goal-defining objectives of program planners. It must receive the careful consideration of top-level staff personnel. Aiding these people may be an advisory committee. Such a committee could be a subcommittee of the state-wide advisory committee. If such a group is used, it should include representation from the following groups: vocational teachers, private industry, labor unions, non-profit industrial educational concerns, and other users of the research findings. This committee would make recommendations to the policy-making State Board for Vocational Education.

A second responsibility in the administration of research monies involves the *act of budgeting* on the basis of a five-year plan. The first step in the budgeting process is to estimate the approximate number of activities which can be performed by one staff member. The average cost of supporting these activities can be determined. The second step is to decide on the relative amounts of activity required by each function in accordance with the perceived long-range needs in the State. This determines the approximate level of activity, staff size, and the annual cost that should be designated to each function for the system. Prior experience with research organizations is invaluable in estimating needs and making annual projections of activity within the State.

Funding Research Priorities

It is possible for States to commit from each fiscal year's funds enough money to cover the total reimbursement expenses of each approved project. Since many projects will extend beyond a given fiscal year, this practice may result in leaving unexpended (but committed) funds in each fiscal year. It seems more efficient for the State, therefore, to commit funds only to one year's activity of each approved project and to approve enough projects to utilize all the money available to the State for that year. This practice reduces the financial security of each project, but it enhances the management options available to the State. The recommended practice also requires that (a) project proposals be carefully budgeted by fiscal year, and (b) that the State take into account the expected continuing costs of approved projects when building the annual program plan and budget. The tables in Appendix D may be helpful to those who must plan the research budget.

Several different methods of providing funds for conducting research may be used. Funds may be provided through a contract or a grant. Contracted research is an agreement to pay a specified amount of money upon delivery of a specific body of material provided that body of material meets the approval of the funding agency. Contracts may be written on a (1) cost-reimbursable, (2) a cost-plus, or (3) a fixed-price basis. A research grant provides an individual with resources to pursue a particular line of endeavor. While a final report is required, the payment of funds is not contingent upon any predesignated outcome of the research.

Ordinarily *project support* would be the logical way of obtaining results from research monies defined over a time dimension. Projects have specific objectives and attempt to obtain a specified outcome using a given amount of resources. The project terminates at the end of the grant or contract time. Short term projects may provide incentive for a school system to integrate new ideas into existing programs.

The 1968 Amendments identify another type of support, *program support*. This approach permits the maximum choice of alternative strategies by researchers during the course of the inquiry. It allows for changes in emphasis due to unforeseen circumstances by staff members. This is the type of support solicited by research and development centers.

A State should determine its needs for programatic funding of research. This involves assessing ongoing staff capability at the State level for developing proposals, for conducting ongoing research, and for dissemination efforts. In a State where several institutions and agencies have experienced, proficient researchers, the state-level agency may concern itself primarily with coordination and dissemination of research. Conversely, a State with a low population of researchers might need to have staff personnel concerned with actually conducting research studies in vocational education. Hopefully, the staff load can be reasonably small. Most State agencies should be in a position to contract some of their work of evaluation and project appraisal and review to individuals located in school systems throughout the State.

Likewise, projects and programs should be set up on a priority basis so that three categories for funding evolve: (1) the solicited category, (2) a second category which earmarks funds for specific areas, and (3) the non-earmarked category which would be used to fund proposals on their own merit. Some States have designated a very small amount of money exclusively for vocational teacher use in research. These have been called "minigrants" strictly for the development of a creative idea. When funds are available, these proposals could be processed with a minimum of red tape.

Local education agencies need a clear statement of the procedures to be used for funding research proposals. Hopefully, the applications for State research funds contain local plans for research and development. These plans identify research programs, activities, and services deemed necessary by practitioners in local education agencies. State research agencies should be in a position to advise local superintendents of schools on how to proceed in submitting an application for funds. Also, representatives of the state-level agencies must attempt to stimulate inquiry into improved practices in vocational-technical education.

Stimulation of Research Effort

Many different approaches might be made for stimulation of research effort:

1. A general announcement of the availability of State monies for research and development in the local school system should be published. Perhaps this publication would take place in a newsletter or other house organ of the State education agency.
2. Representatives of the State agency should participate in teacher-group meetings, such as annual conventions and State teachers association meetings. Frequently during informal conversations, ideas will be expressed for improvement of vocational-technical education.

3. Representatives from professional teacher organizations can be assembled to advise on teacher-conducted research projects. This technique could be useful in promoting research.
4. Workshops or seminars might be conducted by the state-level agencies in various regions throughout the State. This would serve a twofold purpose: first, to inform local educational agency administrators of the availability of research monies; and second, to act as a brainstorming device for ideas to improve the profession.

After the idea has been planted or received, adequate procedures need to be available for *processing research applications*. It is recommended, at least in the initial stage, that an abstract form of the proposal be prepared and sent to the State agency responsible for review. An example is in Appendix B. If the abstract deserves more attention, it should be returned to the local educational agency together with instructions for making a more complete proposal. This complete proposal, when received by the State agency, should be sent to field readers who may be knowledgeable research persons in the subject matter field of the proposal. The field readers should be paid for their analysis. Assuming a well-written proposal, the degree of congruency between the proposal's objectives and state-level priorities should become an important criterion for funding the proposed investigation.

Most local educational agencies, except for urban school systems, will have only a very limited number of teachers who are knowledgeable in research procedures. Consequently, it becomes necessary for the State educational agency to lend a great deal of support and advice in the preparation of adequate research proposals. It should be noted that such consulting services require allocations of resources, both staff time and money. An effort should be made by the persons devising research priorities not to overlook any geographic area of the State. All school systems need to be aware of the use of research procedures to improve operational vocational-technical programs. Consequently, each school should be in a position to submit research proposals for one priority or another.

Specific Recommendations

1. Public Law 90-576 authorizes 10 percent of the Federal appropriation for vocational education to be spent on research. State and local plans should also make a continuing research commitment to vocational education.

2. Consideration should be given to the transfer of funds from Part B to Part C for the support of research when necessary.

3. An advisory committee should be organized to recommend priorities for research project funding. The committee should be composed of representatives of business and industry, professional vocational-technical teachers, representatives of other State agencies concerned with vocational-

technical education, and others. It may function as a subcommittee of a state-wide advisory council.

4. An inventory of research expertise within a State at varying levels of proficiency should be completed as a first step in identifying individuals who may participate in research activities.

5. State advisory councils on vocational-technical education should be invited to review research and development activities within vocational education.

6. Periodic review of the research and development function in a State should be made by knowledgeable people from outside the system.

7. Research Coordinating Units external to the State Department should have a written agreement relating to their function in State research management.

8. Staff positions in the State research agency should be identified by job descriptions.

9. State agencies, such as the Research Coordinating Unit, should contract with institutions both in-state and out-of-state for specialized assistance. This should be done rather than maintaining staff all year for limited projects. Such institutions as private research agencies and universities could furnish specialized assistance on a contract basis.

10. The administration of research funds as expressed in the State plan should contain an accurate and explicit statement of relationships among research agencies and funding procedures.

11. A clear statement of funding procedures for local research programs and projects should be distributed to all local education agencies in the State.

12. State application procedures should make proposal preparation less of a burden at the local level by first accepting and reviewing abstracts of the proposed project or program.

13. The State research agency should lend much support and advice in the preparation of adequate local research proposals. This statement of support should be distributed with the funding procedures.

14. A review committee should have permanent and ad hoc membership. The permanent membership should be representative of the State research agency and well-qualified members of the research community. The ad hoc membership might be vocational administrators, subject area specialists, teachers, industrial representatives or resource people from other agencies as the nature of the proposal indicates.

15. Applications approved should require periodic progress reports. Projects or programs not progressing as planned should be assessed and terminated or recycled in order to fulfill, at least in part, objectives set forth in the application.

16. Proposal review teams could also carry out evaluation in their respective areas of competence. This procedure would cut down on full time staff needs in the State research agency.

17. Close alliance should be established between the information system, the State library service, and the research coordinating unit.

18. All projects funded at the State and local level should relate to

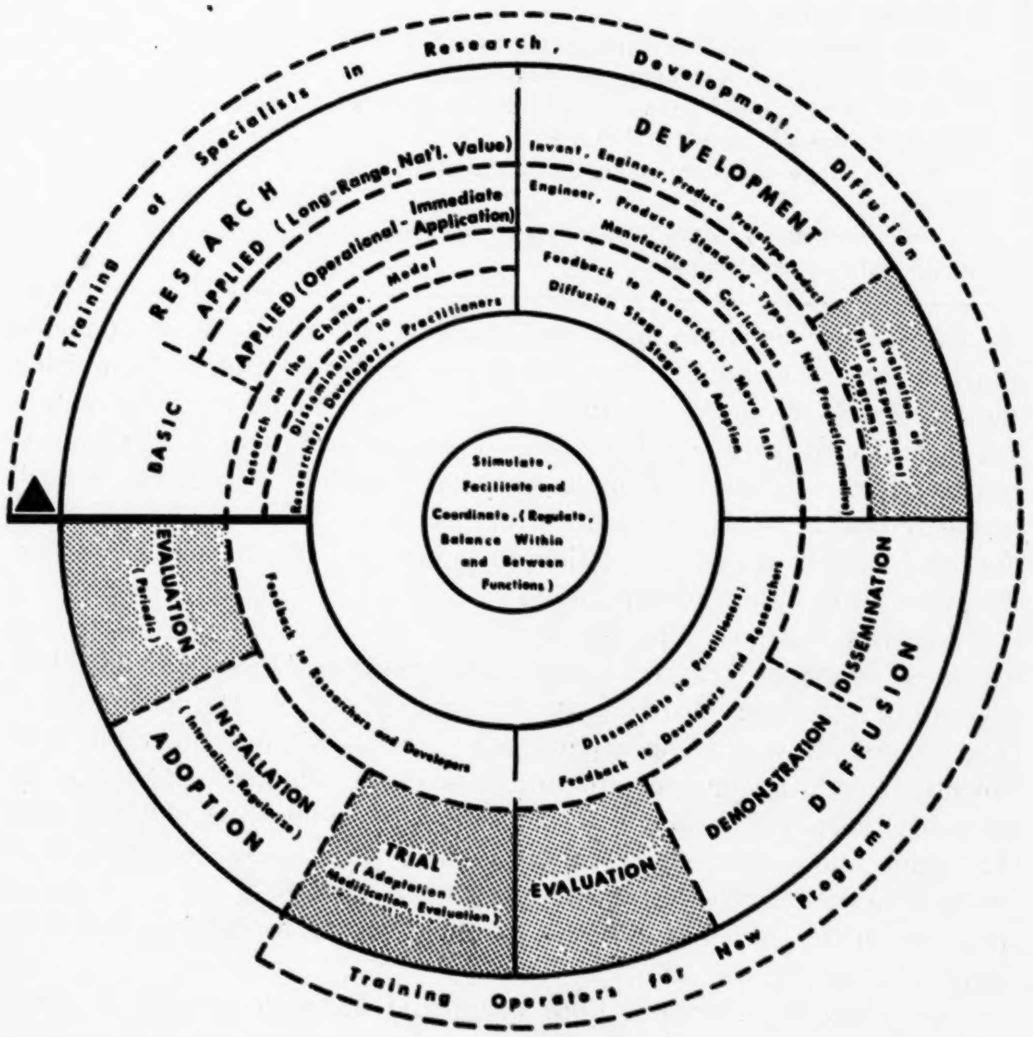
problems emanating from the parent occupational education system and the expected results should have recognizable potential applications to that system.

19. Projects designated as "demonstration" should be designed to advocate program results to interested school systems. When used for such dissemination purposes, the criterion for evaluation should be related to the effectiveness of the dissemination efforts as well as to the effectiveness of the program in attaining its substantive objectives.

Figure 1

EDUCATIONAL CHANGE MODEL

(Read Clockwise)


Training of Specialists in Research, Development, Diffusion
RESEARCH
BASIC
APPLIED (Long-Range, Nat'l. Value)
APPLIED (Operational - Immediate Application)
Research on the Change Model
Dissemination to Researchers, Developers, Practitioners
DEVELOPMENT
Invent, Engineer, Produce Prototype Product
Engineer, Produce Standard - Type of New Product(normative)
Manufacture of Curriculums
Feedback to Researchers; Move Into Diffusion Stage or Into Adoption Stage
Evaluation of Pilot - Experimental Programs
Stimulate, Facilitate and Coordinate, (Regulate, Balance Within and Between Functions)
DIFFUSION
DISSEMINATION
DEMONSTRATION
Disseminate to Practitioners; Feedback to Developers and Researchers
EVALUATION
TRIAL (Adaptation Modification, Evaluation)
ADOPTION
INSTALLATION (Internalize, Regularize)
EVALUATION (Periodic)
Feedback to Researchers and Developers
Training Operators for New Programs

CHAPTER 3

Coordination and Dissemination of Research Findings

Guiding Principles

The most frequently used source of information is the one most accessible to the user.

The research and development functions cannot be performed unless personnel have the expertise necessary to perform their duties.

A technical information system should provide a variety of outputs aimed at different target audiences.

Person-to-person communication is preferred among practice-oriented groups.

Private industry plays an important role in disseminating information to educational practitioners.

Little improvement in vocational-technical education can occur unless practitioners are aware of alternative approaches to education. Developing an awareness of innovative practices in vocational-technical education becomes one of the major goals of a dissemination system. Dissemination and the follow-up steps of implementation should be a concern of each research project which is funded from Section 131(b) of P.L. 90-576. Research which attempts to influence policy and practices must always be aware of the ultimate application of findings to program planning.

Applying research findings to viable programs of vocational and technical education requires channels for communication. Organizations should be structured to facilitate the interaction of component parts. The degree to which these parts are interrelated and processes flow fluently from one part of the organization to another determines its overall efficiency and its effectiveness. Change in one part of the system has implications for other subparts. Thus, if a school superintendent initiates a cooperative arrangement with industry in one vocational program in the school system, he should expect it to have an effect on other programs in the school.

To some extent organizations adapt and adjust to change in much the same manner as individuals. Everett Rogers describes the adoption process as a specialized kind of decision-making in which the rational adopter goes through five stages:[3]

> *Awareness,* in which the potential adopter learns of the existence of one or more new alternatives to his current practice.
> *Interest,* in which he seeks out more information about the innovation.
> *Evaluation,* when he makes an 'in-the-head' assessment of the innovation.
> *Trial,* when he actually tries out the innovation on a limited basis.
> and *Adoption,* when he begins full-scale, operational use of the innovation.

Potential adopters rely on different information sources during the various stages of adoption:

> Awareness usually comes from the mass media.
> Interest calls for interpretive information from other, more innovative practitioners or from special interpretive or integrative documents.
> Evaluation calls for heavy reliance on interpersonal communication.
> Trial also involves much interpersonal communication, but recent evidence suggests that special printed analyses of information are important in trials conducted in organizational settings.

Organizational change is more complicated than in the case of an individual. There must be agreement on group goals from several parts of the subsystem. The degree of cohesiveness or lack of it influences the rate of adoption within an organization and the general climate towards change. All of these factors tend to inhibit or enhance the likelihood of an innovation being accepted into any organizational system.

A Technical Information System

"Technical information" as used in this discussion is meant to denote research and research-related data necessary to the planning and decision-making processes in vocational-technical education. This definition may be contrasted with a more global concept of library information in general.

The technical information required in order to adopt a new idea becomes an important ingredient in any recommendation for change. State directors of vocational education interested in maintaining a climate of flexibility should be interested in developing a multi-level technical information system. Hopefully, such a system would extend beyond vocational-technical education. It would be aimed at educational improvements and be designed to make information available to educational decision-makers. Such a system can bring four benefits to education.

1. It provides a basis for more rational problem-definition, policy formulation, and decision-making.

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[3] Rogers, Everett, M., *Diffusion of Innovations,* The Free Press, New York City, 1962, p. 367.

2. It provides intellectual resources for implementation of such policies and decisions.
3. It gives access to specific information required for performance of continuing educational operations.
4. It provides verifiable, reproducible information of use in evaluating program operations.

In developing an information system at any and all levels the following principles need attention: (1) An effective information system must provide a variety of output not only for different segments of the user group but for the same person at different stages of his work. (2) The most frequently used information is the source closest and most accessible to the user, regardless how good or bad he perceives the quality of the information provided; consequently, any system being developed must provide information which is accessible to practitioners of vocational education. (3) Person-to-person communication is the preferred and most frequently used source among practice-oriented groups.

Since people prefer to interact with other people, a technical information system should have human components who contact the user. The system must provide a variety of products tailored to the needs and characteristics of the user population.

The most obvious product from a technical information system is documents, including technical reports, case studies, etc. A second type of product could be interpretable data such as fiscal and pupil data for use in reports and record keeping. In addition to these two outputs, a number of derived products could be developed such as a bibliography or a list of sources of information relevant to a given topic. A technical information system needs tools with which to work. One access tool is the index intended to assist the user in searching through the system. Another access tool is the abstract, which allows the user to determine the relevance of the material without reading the entire document.

The ERIC System

Technical information systems are being developed at various levels. At the national level a number of projects are attempting to construct national information systems. Perhaps the best known national system in vocational education is the Educational Resources Information Center (ERIC) Clearinghouse located in the Center for Vocational and Technical Education, Ohio State University. This system disseminates research findings of both discipline-oriented and mission-oriented research. *Abstracts of Instructional Materials in Vocational and Technical Education* (AIM) and *Abstracts of Research and Related Materials in Vocational and Technical Education* (ARM) are published by the Clearinghouse at Ohio State University. *Research in Education* (RIE) is a publication of Central

ERIC. All three publications furnish indexed abstracts of vocational education research.

The Center at Ohio State University has established an Ad Hoc Committee on Dissemination composed of Research Coordinating Unit representatives from the States of California, Kansas, New Jersey, North Carolina, Oklahoma, and Wisconsin. This committee has developed a publication, *A Guide for a State Vocational-Technical Education Dissemination System.* This publication, when made available from the Center, will serve as an excellent guide for States in establishing an information system. Selected States will use these materials on a developmental basis to establish State information systems. These State systems will be an extension of and completely compatible with the National ERIC system.

In addition, interpretative materials are being developed by the American Educational Research Association through the *Review of Educational Research* and by the National Educational Association through the publication series *What Research Says to the Teacher.*

Also noteworthy is the national dissemination efforts of Phi Delta Kappa with its School Research Information Service (SRIS). At the regional level the Michigan-Ohio Regional Education Laboratory has developed a model for referring information to national systems. However, at the present time the model is not yet complete for all of education.

Information Services for Users

If a technical information system is to be useful to vocational-technical education, the State education agency must become the essential switching point between local schools and national resources. This demands that every State set up a technical information center equipped with access to national document collections and research tools. In the absence of a comprehensive system, perhaps a vocational-technical information program could be set up as a pilot operation within a State. Ideally, this technical information center would be located within the Research Coordinating Unit. Closely allied with the RCU should be a program of library services within the Department of Vocational-Technical Education. The library services should act as a depository for curriculum materials and other documents which might be used by vocational-technical personnel within the State. Research Coordinating Unit members should be in a position to foster improved user services of the technical information system.

A network of interrelated responsibilities among State agencies could become a prerequisite for a comprehensive technical information system. It appears that university scholars and researchers are not in a very good position to disseminate their findings to the practitioner. Yet, the university system should be linked to the program planning branch of State departments of education and/or vocational education. Personnel from a state-level agency should have a liaison responsibility for interpreting national and university research results to vocational and technical teachers within a State.

The dissemination of results from one part of the system to another may require different abilities from different kinds of people. In other words, a vocational educator who is interpreting research information through mass media for lay consumption would need to package the information very differently than a vocational educator who was attempting to get teachers to adopt an innovation in their local school system. The concept of differential staffing has become important to the teaching function in most universities. Very likely the same concept should be considered in staffing for research and development.

A summary review of an information system's purposes can be stated rather precisely. There are at least three ways in which vocational education can use such a system in the State. First of all, *it might be used to define information needs more clearly. This service requires a human being between the system itself and the user requesting the service.* It is very important that two-way negotiations take place. Secondly, *the system may be used to formulate a search strategy in attacking the problem.* Potential users may review approaches to problems taken by other people as they are listed in the technical data which is the output of the information system. Thirdly, *a review of data in the system may refer the system user to other sources of information which could prove valuable.*

However important a technical information system, it is but one link in a chain of components which are designed to stimulate and foster innovative practices. Up-to-date information is critical to innovation. An open attitude and a willingness to change on the part of employees in any institutional system may become essential factors in adoption. The machinery for translating research findings into a program plan requires much coordinated effort and a clear delineation of responsibilities among agencies.

A technical information system should be *linked with individuals in school systems* who have primary responsibility for curriculum innovation and improved teaching practices. These persons in local educational agencies may be the contact point for disseminators of research findings. The literature is abundantly clear on the need for different types of information at different stages of the adoption process. It is conceivable that a state agency may employ different types of information specialists to assist a school system in their consideration of unique approaches to vocational-technical education. These people in effect would become catalysts attempting to revise program operations continuously. Some authorities would classify them as change agents. They might be located in districts within a State or centrally located in a State office.

Dissemination and Innovation

One state-level agency should be given responsibility for coordinating the dissemination of research findings. This agency would act as a depository for State research findings and as a request channel for information on national projects. This information would originate from different sources within the State and from relevant projects outside the State. Staff members in this agency would attempt to glean university research findings for practical information related to the planning of vocational-technical education. Personnel in this agency would rewrite some of the technical findings to make them more clearly understood by educational practitioners and decision-makers. Other personnel from this agency would be responsibile for visiting personnel in local school systems who appear to be interested in a particular vocational-technical program innovation.

This extended effort would require much coordination between this agency and in-line staff members of the State board for vocational-technical education. Supervisors of vocational-technical education would need to be informed and agree with the proposed changes being made in the current systems. Also members of this dissemination agency would need to draw on research monies for pilot and demonstration programs. The rationale for demonstration programs is the development of a critical mass of innovations within a given school system. The innovative program may project itself well beyond the public school system. The demonstration center becomes a showplace for other schools to view.

Obviously the selection of the demonstration centers, the competency of the personnel, and other factors will have much to do with how well the results of the program are accepted by other schools systems. Consequently, it becomes imperative that State leaders invest time and money in a program of continuous evaluation and dissemination of innovative efforts.

Almost by definition an instructional program in vocational-technical education must be tailored to the needs of the individual school system. Consequently, it becomes the responsibility of the staff in the local educational agency to determine what innovative approaches to vocational-technical education are appropriate for their system. This may require some expert analysis of current practices. It may be useful to involve individuals who are not intimately connected with the local school system in this analysis. It behooves a State educational organization to provide ways and means for local systems to undergo a review of their programs periodically. Perhaps this could be done by using State money to hire individuals from other local educational agencies to make on-site visits for review purposes. Probably such an appraisal also could be enhanced by a systematic reporting system which focuses on outcomes of programs such as the degree and extent of student placement in jobs rather than on process variables such as teaching methods or average daily attendance data. In any event, it appears likely that local education agencies will need much assistance from state-level agencies in carrying out a systematic review and program analysis.

State-Level Priorities for Research and Development

Participants at the National Conference on Research suggested the following areas as critical problem areas for most States:

1. The methodology of curriculum development.
2. The formation of broad manpower policies.
3. The relative efficiency of various organizational structures for providing occupational education.
4. Building curricula for the disadvantaged.
5. Teacher education processes.
6. Student selection procedures and devices.
7. The development of an information system which will keep practicing teachers up to date.
8. The indexing of staff and personnel throughout the State who are compentent in research techniques.
9. The extent of vocational education in the private sector.

The Training of Researchers

One of the potential major mistakes which could be made by State decision-makers is the assumption that research processes can be institutionalized into existing systems without training for research competency. There is insufficient time to wait for "finished products" from colleges or universities. State staff personnel must be trained to attend to data processing and collection. This requires a commitment of time and money from State and local sources. People in positions as change agents must be prepared to identify needs in the present system. They must be equipped to assist practitioners in solving some of the identified needs.

The object of the training function is to recruit, train, and develop manpower necessary to undertake research processes. This function is different from dissemination of information. In fact, it may be necessary to train the disseminators of information. Logically, it appears the agency to do research training would be a group removed from the hustle and bustle which characterizes everyday activities of a State department of education. Usually, expertise in research and development may be found in university settings. It is recommended contracts be written with university or college educational agencies for the training of staff in research processes.

The development of research literacy not only among State staff but among consumers of the findings will pave the way psychologically for educational change. One of the primary targets for research training may be the State staff itself, particularly the staff in teacher education. *The National Conference participants recommended research training for staff at all levels.* Workshops and seminars for local school systems staff could be held throughout the State to acquaint them with research procedures. Highly trained research and development personnel are in short supply in most States. Yet this training is essential to the success and functioning of research systems in the vocational-technical organization. Special attention must be given to the utilization of strength and capability in research wherever it exists.

Some functions involving research and development may be contracted to research personnel in colleges and universities. When these personnel become identified and available for such contract work, teams of experts may serve in answering local educational agency requests and in cataloging and making recommendations on research proposals. It is anticipated a reasonably large amount of intermittent contract work would be conducted with institutions in the State. This would cut down on the need for a large continuing staff in the State agency office. It should be noted that funds for the training of researchers are available from sources other than P.L. 90-576, notably the Education Professions Development Act.

Specific Recommendations

1. Every State should institute a multi-level technical information center equipped with access to national document collections and research tools. This center should be designated to respond to requests for data on school systems by local educational agency administrators.

2. When made available from the Center for Vocational and Technical Education, Ohio State University, the guide for establishment of the information system for the State should be used to insure compatibility with the national system.

3. The dissemination of information from the technical information center requires differential packaging for various user groups. The dissemination arm of the information center should be staffed using the concept of differential staffing.

4. The technical information system should be linked with those individuals in school systems who have primary responsibility for curriculum innovation and improved teaching practices.

5. Each research project which is funded should include a plan for dissemination of the results.

6. Local educational agency personnel should be involved in workshops, in-service training programs, and other activities to upgrade their proficiency in research techniques and in their ability to consume results of research studies.

7. Arrangements should be made with university educational agencies for the training of State staff, vocational teacher educators, and local practitioners in research processes.

8. Research instruction and the use of research findings should be an integral part of professional education courses on the undergraduate level or as part of courses for the certification of vocational teachers.

CHAPTER 4

Implications For National Research and Development

Guiding Principle

Coordination of research in vocational education continues to be the primary responsibility of the Division of Comprehensive and Vocational Education Research. The U. S. Office of Education remains the only agency in a position to minimize unnecessary duplication with 50 new funding decision points identified in the 1968 Amendments.

Nationally, one of the most critical priority areas appears to be the development of a common base for reporting information from State programs of vocational-technical education. Such a system would require the standardization of terminology. Immediate and reasonably comprehensive information disseminated to the States about research proposals which have been approved by State and national agencies could prevent duplication and overlap of research effort throughout the country.

The State is seen as a clearinghouse for channeling locally developed materials to the national system. However, it becomes a national responsibility to process this data in such a manner as to make it clearly and immediately available to users on a national basis. Several efforts at dissemination on a national and regional level have been noted. Among those are the Ohio State University Center's Ad Hoc Committee on Dissemination which developed a guide for the establishment of State information systems in vocational-technical education. Also on the regional basis a selective dissemination project has been initiated in the Tennessee Research Coordinating Unit. Coordination of research findings appears to be the number one problem. Participants at the National Conference on Research envisioned Research Coordinating Units' activities as a major factor in helping to bring about coordination and dissemination on a national scale. Some participants felt that local and State personnel should be represented on advisory groups to the U. S. Office of Education and the national centers.

As noted in the committee hearings, there appears to be some evidence of a lack of cooperation between the research division and the operating division of USOE. It is recommended that a position in the Division of Comprehensive and Vocational Education Research be maintained for the purpose of providing liaison, promoting cooperation, and assuring voluntary coordination among the States and between them and the Bureau of Research. At the same time conventional wisdom would suggest a rigid separation of functions and a careful elimination of duplication between these two offices. Agencies that have remained virile and have avoided deterioration have done so in part by friendly stepping on each other's toes. In short, when there is a large need or opportunity at stake, it is profitable and appropriate to employ both competition and careful planning.

There is need for more of a systems analysis through all levels of government. Specifically, the analysis should be tied to the decision-making function and the opportunity for creative thinking by a large number of people without undue concern for technique or methodology.

The House Subcommittee on Education and Labor, U. S. Congress, expressed some concern with the low priority assigned to vocational education in the Office of Education. Included in this concern was the small number of budgeted supergrades assigned to vocational-technical education and the void of staff from any field of vocational-technical education to assist with the administration of the Education Professions Development Act.

While virtually all of the public elementary and secondary education is controlled at the State and local level, it makes little sense for the research and development projects to be completed for purely local reasons. Consequently, an additional burden is placed on national or regional centers. Through national distribution systems visibility may be given to appropriate research results. It makes sense therefore for research analysis and synthesis to be conducted primarily at the regional and national centers and within the confines of the USOE.

Eventually such an approach should be developed in the area of curriculum materials and other teaching and learning aids for vocational-technical education. There is no reason for the bulk of these materials to be developed within local school systems or even within State educational agencies. If the content is sufficiently broad to be taught throughout any given State, more than likely the content is generalizable to vocational-technical education as a whole throughout the nation. The participants at the conference could foresee a national materials laboratory with the machinery designed to solicit contributions from States and then to make available at a minimal cost learning aids for local vocational-technical programs. Such a system may be beyond the scope of research but includes the development of vocational-technical programs.

Specific Recommendations

1. Basic research in vocational-technical education should be funded primarily at the national and regional levels.

2. Federal guidelines should include not only the dates project proposals are due but the dates new grants become available as well.

3. Users of research should be involved at all levels in advisory capacities to USOE.

4. USOE should establish "request" channels of communication with States. Priority problems encountered by States should be called to the attention of Federal agencies.

5. A channel of communications should be established to permit a State or a consortium of States to influence the schedule of research undertaken by national research agencies and/or the funding priorities of USOE.

6. A position in the Division of Comprehensive and Vocational Education Research should be maintained for the purpose of providing liaison, promoting cooperation, and assuring voluntary coordination among the States and between them and the Bureau of Research.

7. Some agency in USOE, probably the position which coordinates activities of the Research Coordinating Units, should publish a monthly report of resumes of each State research project funded during the preceding month. Distribution should be to the State research agencies.

8. The Bureau of Research should consult with the State directors and the State research agency when considering support of vocational research within a particular State.

9. USOE should provide information to the States relative to the availability of research funds for vocational education under other agencies and Acts.

10. Development of curriculum materials and teaching aids based on research results should be funded at the national and regional levels.

11. USOE should investigate the possibility of using producers of educational materials as a means of disseminating ideas into the classroom.

APPENDIX A

Checklist for State Plan Research Provisions

___ 1. **Provision has been made for the use of funds allotted to the States for the purposes of Part C of the Act.**

___ 2. **Experimental, developmental, and pilot programs have been described and related to priority needs within the State.**

___ 3. **An agency of the State has designated authority for operating a technical information system which will disseminate information derived from programs of research and demonstration in vocational education.**

___ 4. **The establishment of a research coordination unit has been indicated; its staff and functions have been described.**

___ 5. **Relationship between the research coordination unit and other State agencies, such as the State board for vocational-technical education, have been described.**

___ 6. **Procedures for setting priorities for projects under Section 131 (b) of the Act have been described.**

___ 7. **Review procedures, including criteria for evaluating research proposals for funds under Section 131 (b) of the Act, have been described.**

___ 8. **An organizational chart indicating all State agencies with responsibilities for conducting programs of vocational education research and dissemination has been included in the State plan.**

___ 9. **Procedures for submitting applications for grants and contracts under Part C of the Act have been described in the State plan.**

___10. **Policies and procedures for acting on applications for grants and contracts have been described in the State plan.**

___11. **The State plan provides the state board shall forward to the Commissioner a copy of the approved proposal within 15 days after the grant or contract was made.**

___12. **Procedures and techniques for dissemination of research findings and the initiation of developmental and pilot programs have been described in the State plan.**

APPENDIX B

Suggested Procedures for Submitting And Funding Research Proposals

The following is a sample letter which might be used to solicit proposals and communicate State priorities to interested individuals:

To: Those who may be interested in submitting proposals in vocational-technical education research.

The State Department of Vocational and Technical Education is soliciting requests for research proposals which will be considered for funding for the fiscal year beginning July 1, 19___. The funds available for grants and contracts under Title I, Part C, Section 131b of the Vocational Education Amendments may be used for:

1. **Research and Training Programs.**
2. **Experimental, developmental, or pilot programs developed to meet the special vocational needs of youths, particularly youth in economically depressed communities who have academic, socio-economic, or other handicaps that prevent them from succeeding in the regular vocational education programs.**
3. **The dissemination of information derived from the foregoing programs or from research and demonstrations in the field of vocational education, which programs and projects have been recommended by the State Research Coordination Unit or by the State Advisory Council.**

Grants may be made to:

1. **Colleges and universities.**
2. **Other public or non-profit private agencies and institutions.**
3. **Local educational agencies.**

Approved proposals will be supported at 90 per centum of the costs of the programs and projects.

Top priorities will be given to:

1. **(List those priorities which are to be given particular**
2. **emphasis in the State for the current fiscal year.)**

Other priority areas are:

1. **(List the remaining State priorities.)**
2.

In addition, funding will be considered for other particularly innovative projects regardless of their relation to listed priorities.

The procedure followed by the State Department in the funding of projects and programs of research will be as follows:

1. **All proposal summaries will be acknowledged.**
2. **A review committee of Department personnel will evaluate all submitted summaries.**
3. **Those summaries judged to have the best innovative and generalizable research possibilities will be selected for further description. All applicants will be notified of the disposition of their summaries.**
4. **The initiators of the selected summaries will be notified and a complete set of guidelines and budget forms will be forwarded to them. Research Coordinating Unit personnel will be available for consultation in the preparation of the proposal.**
5. **When a complete proposal is submitted, it will be evaluated by a committee selected for expertise in the area of the proposal. The Director of the RCU will forward the evaluation and his recommendation to the State Director.**
6. **The State Director will make final determination regarding funding of proposals. He will notify the sponsoring institution of the award, with copies of the notification to the principal investigator and the RCU.**
7. **All those submitting proposals will receive notification of acceptance or rejection.**
8. **Within ten days of notification of approval, a grant document containing budget amounts, method and schedule of payment, reporting requirements, and special conditions will be negotiated by the State Department and the**

sponsoring institution. A project manager from the staff of the RCU will be named to act as liaison during the fiscal year.

Proposals will be evaluated and recommended for approval according to the following criteria:

1. Educational Significance.
   a. Does the proposal address itself to needed improvements in vocational education?
   b. Is there a sound theoretical and logical basis for this approach to solution of the problem?
   c. Can anticipated results be generalized to more than one situation?
2. Soundness of design, procedure, or plan.
   a. Are the problems or objectives clearly stated?
   b. Do the procedures show logical and sequential steps with enough detail to indicate the investigators' ability to relate procedures to problems and objectives with expection of successful results?
3. Adequacy of personnel and facilities.
   a. Do personnel have professional competence to carry out the project or program?
   b. Does the applicant organization have the necessary facilities to carry out the project?
4. Economic feasibility and efficiency.
   a. Can the objectives be accomplished within the stated budget?
   b. What are the relationships between cost, expected outcomes, and importance of the problem?
5. Other specific criteria as appropriate. (To be designated, e.g., in the case of requested proposals)

PROPOSAL SUMMARY FORM

DIRECTIONS: Complete all areas of this form and return by_____________
to:

Proposal Summary
Director, Research Coordinating Unit
(State Address)

Please Type

Proposed Title:____

Brief Description (maximum 250 words): to include:

1. **A statement of the problem.**
2. **The procedures and personnel involved.**
3. **Expected outcomes.**
4. **Approximate cost.**

CONTINUE ON REVERSE SIDE

FROM: ______________________________

Name **Department**

____

Agency **Title**

____

Street Address **City**

____

Zip Code **Phone & Extension**

____

Signature

Space Below for Office Use Only

PROPOSAL FORMAT

The format should be adapted to the activity, but the proposal should contain, in general, the following items. An asterisk indicates that the item *must* be included.

- *I. Title Page (format developed by the individual State)
- *II. The Abstract
- *III. The Body of the Proposal
  - A. Problem and Objectives
    - *1. Statement of the specific problem in vocational or technical education with which the research is concerned.
    - *2. Statement of the objectives of this particular project.
    - 3. Rationale of the Study
      - a. A brief description of the findings of previous or related research and uses to be made of those findings in the research now being proposed.
      - *b. Preliminary investigations or previous research in the proposed subject by the applicant, and persons who have been consulted regarding this proposal.
  - B. Use to be made of findings.
    - *1. Statement of the need for this research by vocational-technical educators, and what use will be made of the additional data gained.
    - *2. Relevance of the proposed research to annual and long-range State Plans for Vocational-Technical Education.
  - C. Description of Activities
    - 1. A list of procedures in chronological order through which the objectives are to be achieved.
    - *2. Duration of the proposed project.
- IV. Personnel and Facilities
  - *A. Education and experience qualifications of the principal investigator and other professional staff.
  - B. Identification and description of the facilities to be used.
- *V. Budget Section
  - A. Estimated cost of the project divided into major categories, e.g., personnel, supplies, equipment, travel, communication.
  - B. Additional support to be contributed to the project from other sources.
- VI. Appended Items — such as letters of agreement with cooperating agencies.

APPENDIX C

Examples of Research Coordinating Activities

Source: Florida State Department of Education

It will be necessary for the RCU to engage in activities with personnel from local school systems, State universities, the Division of Vocational, Technical, and Adult Education, the U. S. Office of Education, and other agencies and organizations. The following list contains activities common to the educational level indicated; it is not intended to be an exhaustive list. Also, there will be an overlap of activities among educational agencies.

Local School Systems

Members of the RCU staff are available to help in:

1. Defining research problems and preparing proposals.
2. Developing research project applications.
3. Evaluating research project applications prior to submitting them to the Division or to the USOE.
4. Developing and administering data-gathering instruments.
5. Tabulating, summarizing data and information gathered for use in research projects.
6. Identifying consultants for research projects.
7. Supplying recent research findings and suggested uses of those findings.
8. Planning and directing activities designed to develop research competency.
9. Conducting training sessions in the use of complete educational research materials stored in the Division office.

Universities

The RCU can assist universities by:

1. Distributing findings of research studies relating to vocational, technical, and adult education.
2. Funding graduate assistantships in vocational-technical education research.
3. Assessing the value of research proposals to vocational, technical, and adult programs.
4. Assisting in recruiting and training researchers in vocational, technical, and adult education.
5. Keeping research and teacher education personnel informed of problems needing study.

Division of Vocational, Technical and Adult Education

The RCU can assist the Division by:

1. Abstracting and distributing completed research findings to interested persons.
2. Conducting in-service training programs for persons interested in developing research competencies.
3. Developing long-term research plans.
4. Maintaining an index of research in progress and a library of completed vocational-technical research.
5. Developing guidelines for field testing promising innovative programs, demonstration programs, and other research activities for improving vocational education.
6. Conducting, or assisting in conducting, research projects assigned by the Division of Vocational, Technical and Adult Education.

U. S. Office of Education and National Research Centers

The RCU can assist the USOE and National Centers by:

1. **Reviewing and evaluating research proposals from local education centers before they are sent to the USOE for review and possible funding.**
2. **Reviewing and evaluating selected research projects submitted to the USOE.**
3. **Cooperating in certain aspects of broad research projects having regional or national significance.**
4. **Cooperating in nation-wide acquisition and distribution of completed vocational research.**

Other Interested Agencies

The RCU can assist other agencies interested in research by:

1. **Assessing research proposals.**
2. **Assisting in the development of research instruments.**

APPENDIX D

Example of Research Coordinating Unit Budget

TABLE I

Program Budget: Research Coordination Unit

Item	FY '71			FY '72			FY '73
	Total	Fed.	State	Total	Fed.	State	Fed.
I. Function: Stimulation — Facilitation — Coordination							
A. Activity: Technical Consultation; Project Review							
1. Personnel							
a. Researcher (25% over 36 mos. @ $16,000/yr.)	$4000	$3000	$1000	$4000	$3000	$1000	$4000
b. Clerical (10% over 36 mos. @ $5,000/yr.)	500	375	125	500	375	125	500
2. Benefits (10% of salaries)	450	338	112	450	338	112	450
3. Indirect costs (20% of salaries)	900	675	225	900	675	225	900
4. General operating (10% of total)	585	414	171	585	414	171	585
*5. Travel of Review Committee	840	756	84	840	756	84	840
*6. Conference facilities	120	108	12	120	108	12	120
Sub-total	$7395	$5666	$1729	$7395	$5666	$1729	$7395
B. Brochure: "Application Procedures for Research Funds"							
1. Personnel							
a. Researcher (1% over 12 mos. @ $16,000/yr.)	160	120	40				
b. Clerical (½% over 12 mos. @ $5,000/yr.)	25	19	6				
2. Benefits (10% of salaries)	19	14	5				
3. Indirect costs (20% of salaries)	41	31	10				
4. General operating (10% of total)	25	19	6				
*5. Duplicating	700	630	70				
*6. Addressing and mailing	100	90	10				
Sub-total	$1070	$ 923	$ 147				
C. Study: "Assessing Research Resources"							
1. Personnel							
a. Researcher (20% of 12 mos. @ $17,000/yr.)				$3400	$2550	$ 850	

* 90% Federal reimbursement.

TABLE II

Program Budget: Solicited and Unsolicited Individual Projects

	FY '71	FY '72	FY '73	FY '74	FY '75
Est. total funds available to state	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
*Est. total funds allocated to organization operation	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Est. net funds available for individual projects	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
I. SOLICITED					
A. Continuing Activities					
1. Name of function: Name of activity	XXXX	XXXX	XXXX	XXXX	
2. Name of function: Name of activity	XXXX	XXXX			
B. New Activities					
1. Name of function: Activity or problem	(XXXX)**	(XXXX)	(XXXX)	(XXXX)	
2. Name of function: Activity or problem		(XXXX)			
II. EARMARKED					
A. Continuing Activities					
1. Name of function: Name of activity	XXXX	XXXX	XXXX		
B. New Activities Areas (by priority)					
1. Name of function: Activity or problem area	(XXXX)	(XXXX)	(XXXX)	(XXXX)	(XXXX)
2. Name of function: Activity or problem area	(XXXX)	(XXXX)	(XXXX)	(XXXX)	(XXXX)
3. Name of function: Activity or problem area	(XXXX)	(XXXX)	(XXXX)	(XXXX)	(XXXX)
III. NON-EARMARKED					
A. Continuing Activities					
1. Name of function: Name of activity	XXXX	XXXX	XXXX		
B. New Activities Areas	(XXXX)	(XXXX)	(XXXX)	(XXXX)	(XXXX)
TOTALS	(XXXXXX)	(XXXXXX)	(XXXXXX)	(XXXXXX)	(XXXXXX)

*Taken from organizational budgets.
**(XXXX) indicates estimated allocated costs.

TABLE III
Program Budget: Research-Related Activities

	FY '71		FY '72		FY '73		FY '74
	Fed.	Other*	Fed.	Other	Fed.	Other	Fed.
I. FUNCTION: OPERATIONAL RESEARCH							
A. Program, Planning and Development							
1. Name of activity							
2. Name of activity							
B. Individual Projects							
1. Solicited: Name of activity							
2. Unsolicited: Name of problem area							
II. FUNCTION: NORMATIVE DEVELOPMENT							
A. Program, Planning and Development							
1. Name of activity							
B. Individual Projects							
1. Unsolicited: Name of problem area							
(Etc.)							
X. ADMINISTRATION AND SUPERVISION							
A. Program, Planning and Development							
B. Evaluation							
C. Research Coordinating Unit							
XI. UNEARMARKED							
TOTALS							

*Varying reimbursement rates would be applicable.

VOCATIONAL EDUCATION FOR HANDICAPPED PERSONS HANDBOOK FOR PROGRAM IMPLEMENTATION

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INTRODUCTION

Handicapped persons in our society have provided exciting challenges to those who provide for their education and rehabilitation. Provision for and modifications of services to accommodate to their needs have created problems which have stimulated innovation and imagination in the quest for appropriate solutions. The 1968 Amendments to the Vocational Education Act of 1963 have focused renewed attention on the handicapped. The Congress of the United States has mandated that 10% of the Federal funds allocated under Parts B of this Act be designated to provide vocational education to the handicapped. As State and local vocational education personnel attempt to implement such services, they will require reliable information about the handicapped and realistic suggestions about programs and services.

The purpose of this document is to make available some of the information vocational educators will require. The Division of Vocational and Technical Education of the U.S. Office of Education has contracted with the Department of Special Education and Rehabilitation, University of Pittsburgh, to prepare the material for presentation. The process of preparation has involved a large number of vocational educators, special educators, and vocational rehabilitation specialists from all sections of the country. Between February 25-27, 1969, a National Conference on Vocational Education of Handicapped Persons was held in Pittsburgh. In attendance were 200 invited persons with interest in one of the three fields. These people were stimulated to discussion by position papers prepared by six nationally recognized leaders in these fields. The ideas developed at this conference were summarized and presented at nine regional clinics conducted by the Division of Vocational and Technical Education. At this level ideas were refined, further suggestions were received, and have been incorporated into this document.

Not all of the questions which need answers can be effectively handled in this document. The intended audience represents such a wide range of backgrounds and needs that only suggestions and recommendations are possible. The task of local program development and operation continues to require that vocational educators, special educators, vocational rehabilitation specialists, and others work closely together. This document, however, should provide a basis for constructive action.

The education process for handicapped persons may be viewed as the modification of educational practices, instructional programs, and school plants for those individuals who possess disabling conditions which prevent them from learning at the normal rate. The wide variation of these modifications emphasize the individualization of instruction.

Education for "the good life" in "a great society" has been a basic philosophic position since early times. Education for an occupation has been a major part of the educational enterprise in all societies in recorded history. People were trained to perform some useful service, in some formal manner, leading to service in the church, government, the military, and for the crafts and trades. It was not until the Greeks generated and propagated the notion of the "Seven Liberal Arts" that education took on a non-vocational function.

The Judeo-Christian ethic of work has provided an added impetus to vocational training beyond the obvious economic necessity of working to earn money with which to buy services or products. Work is good. Those who work, (says the ethic) will prosper in body and mind.

In free societies everyone is assumed to have the right to work. Indeed, the individual is expected to work since everyone is expected to contribute to the commonweal. Free men are expected to "know about" and to "know how to." Both of these are essential to the well-being of each person.

There are certain theoretical considerations which serve as the basis for vocational education for all. Free societies can flourish when they make maximum use of their resources, both human and natural. Any individual who does not contribute his share to the socio-economic system is viewed as an economic liability. Thus, every potential worker must be trained to perform some useful service to the maximum of his capabilities. This kind of "economic realism" coupled with the philosophy of humanitarianism provides the basis for a society which is meaningful and conducive to physical and group well-being.

Those who do not, or cannot, contribute their share to the common good must be borne by the more fortunate. It is incumbent upon any free society, however, to make certain that each person be given the opportunity to earn a living, thus making it possible for him to enjoy "the good life." Experience has shown that the disabled, when properly educated, achieve the state of well being which is the birthright of all in free societies.

All this is to say that the philosophical and theoretical foundations of all education pervade the conduct of the vocational educator and special educator as well. Working side by side, each using his special skills and knowledges, the vocational preparation of every young handicapped person can be achieved.

This document strives to answer specific questions of program implementation. Wherever possible, model programs have been outlined to explain the concepts of service which are presented. A total program concept is offered as a guide. At the local level, decisions will have to be made as to what portion of the program will be allocated to specific departments or agencies. Differences in implementation will reflect geographic and administrative variables which can only be accounted for through the cooperation of the parties involved.

Wherever possible the reader has been directed to primary source material as the means of exploring specific topics in greater depth than in possible in this document. The reader is also advised to contact those specialists in or around the local community who can offer guidance. The organizations listed in the appendix are offered as acceptable substitutes where personal guidance is not possible. Additional help can be obtained by contacting personnel in state department offices.

The largest portion of this document deals with the services to persons with permanent intellectual deficits. Special sections have been prepared which are specifically addressed to the hearing impaired, the visually impaired, and the physically handicapped.

Earl B. Young
University of Pittsburgh

WHO ARE THE HANDICAPPED?

The handicapped are a diverse population within our society. They vary in characteristics to as large an extent as the non-handicapped. This section is devoted to giving the reader general insights into the nature of the handicapped. The classifications to be dealt with correspond to those specified for service in the Vocational Education Amendments of 1968. The reader should bear in mind that classifications are only arbitrary labels used to describe persons with similar disabilities. A classification cannot serve as the basis for defining the type of program needed by a particular person. Each person should be individually assessed so that his program can be designed to meet specific needs.

The material on Age Range, Size of Class, Transportation, and Special Materials is included to acquaint the reader with the scope of services typically available to the handicapped who have received special education.

MENTALLY RETARDED

For educational purposes, the mentally retarded are classified into two groups, educable and trainable.

The Educable

This group will probably comprise the largest single block of students to be served by the vocational educator. Two to three percent of the general population is thought to be educable mentally retarded. Their rate of intellectual development ranges from 50% to 75% of normal intellectual growth, although these figures are arbitrary. While exceptions are common, the large majority of educable students will achieve maximally at the sixth grade level.

Portions of the material in this chapter were adapted with permission from the School Management Magazine, October-December, 1967.

The educable can be served through a variety of instructional organization patterns. The most common pattern is special classes with participation in some activities in other parts of the school.

Special Education Services

Size of Class: Secondary classes in special education include 12-15 students. The more students there are in one class with a wide range of ages and mental abilities, the smaller the class should be. Newly organized classes are best begun with very small groups of students.

Age Range: Special education is usually organized in four groups for instructional purposes.

1. **Pre-school class (nursery and kindergarten), ages 3-6 (mental age 2-4)**
2. **Elementary primary class - ages 6-10 (mental age 3-6)**
3. **Elementary intermediate class - ages 9-13 (mental age, 6-9)**
4. **Secondary school class - ages 13-19 (mental age 9-12)**

Transportation: Sparsity of eligible students may require drawing in students to the school from great distances.

Special Materials: The materials used in regular classes must be changed or supplemented by special materials and instructional procedures adjusted to the retarded youngster's rate of learning.

Post-School Adjustment

When properly trained the educable may enter the world of work in positions comparable to the non-retarded. Usually, the highest level of attainment involves jobs in unskilled and semi-skilled areas. As more training resources become available, this pattern is changing and the educable are being prepared for jobs in industries formerly thought to be beyond their capacities.

The Trainable

The trainable respond more slowly to education and training than do the educable. Their rate of development is approximately one-quarter to one-half of the normal rate. An individual in this group is likely to have secondary physical or emotional problems in addition to retardation. Education and training emphasizes the acquisition of self care skills; social adjustment to the family, school and neighborhood; and economic usefulness in either the home or a sheltered situation. The trainable usually require some care, supervision, and economic support throughout life.

There are approximately three trainable individuals in every thousand people in the population. Vocational educators can expect to work with very few trainable students, although it is possible that these students might profit from exposure to selected aspects of the vocational education program.

Generally the trainable are served in special schools or special classes in regular schools.

Special Education Services

Size of Class: The class should be limited to six or seven. This is particularly true if students are away from home for the first time, or if age and mental abilities vary greatly. Class size can be larger if students are older, have had school experience, or are grouped according to age and/or mental ability.

Transportation: The cost of transportation becomes a major item in operating classes for these students, because they are unable to go to school unattended and because of population sparsity.

Post-School Adjustment

The trainable are being found more frequently in sheltered workshops as these become established. Some few do make moderately successful adjustments to community employment when adequate guidance is available. These jobs do not require skills which are traditionally taught in vocational education.

SPEECH IMPAIRED

Speech is considered defective simply when its deviation from average speech draws attention to itself.

The major categories of speech defects are: (1) articulatory disorders, (2) vocal disorders, (3) stuttering, (4) delayed speech, and (5) speech disorders associated with cleft palate, hearing impairment or cerebral palsy.

About 80% of the speech cases in school are articulatory disorders which involve substitutions ("wight" for right, "yeth" for yes, "ye-ow" for yellow, etc.), omissions (consonants dropped), distortions (whistling the "s" sound) and additions ("on-a the table").

There are approximately 35 students out of every 1,000 who can be classified as having speech impairments.

Special Education Services

Size of Class: Most students receive therapy in groups of four and some receive individual therapy. The therapy sessions may last 30 minutes and are usually held twice a week.

Age Range: Speech correction services are usually concentrated in the following ways: 75% in grades K-2, 19% in grades 3 and 4, 7% in grades 5 through 12.

Post-School Adjustment

In most cases these students will make the same adjustments as regular students.

VISUALLY IMPAIRED

For educational purposes the visually impaired are classified into two groups, the blind and the partially sighted.

A blind student is one who has so little vision that the senses of touch and hearing must be substituted for sight when teaching. Braille is most often used by these students. Many magazines and books are regularly translated into braille for use by the blind. Tapes and records are also available. The reader is directed to the Instructional Materials Center at the American Printing House for the Blind, the Library of Congress, or to local service agencies for specific help in locating and identifying applicable instructional material.

The partially sighted are able to utilize some remaining vision for learning. Special materials, instructional procedures, and conditions are incorporated to accommodate to the students.

There are few blind and partially sighted persons in the general population by comparison with the mentally retarded. There are approximately 3 blind students and 6 partially sighted students out of every 1000. Occasionally a visually impaired student will take part in vocational education, but as a rule specific programs should not be established in the public schools to serve this population. The visually impaired are educated in a variety of organizational arrangements related to the severity of loss of vision. The partially sighted are integrated as fully as possible into regular school programs with itinerant teachers and resource rooms available when necessary. Very often the blind are brought together in residential schools where the preparation for possible return to the community is intensive.

Special Education Service

Size of Class: Six blind students per class; 8 to 12 visually impaired students per class.

Age Range: Usually from 3 to 21 years.

Special Materials: Books with large type, typewriters, projection and magnifying equipment are just a few of the special materials used by the partially seeing. For the blind there are braille materials, audio equipment, maps and globes with relief surfaces, etc.

Transportation: Here again, the relative sparsity of the blind and partially seeing - 9 students out of every 10,000--makes transportation a major problem.

Post-School Adjustment

A number of agencies provide employment for the blind. Most prominent among these are the Lighthouse for the Blind workshops in cities throughout the country. As training programs become available, more blind and partially sighted individuals are being prepared for community employment.

HEARING IMPAIRED

Students with impaired hearing are classified into two groups for educational purposes: the deaf and the hard of hearing.

Students are considered deaf when their sense of hearing is non-functional for ordinary purposes. There are two classes in this group, based on the time when loss of hearing occurred: (1) the congenitally deaf - those who were born deaf; (2) the adventitiously deaf - those who were born with normal hearing but whose hearing has become nonfunctional, due to illness or accident.

Although the sense of hearing in these students is defective, it is considered functional either with or without a hearing aid.

Approximately 1 student out of every 1,000 is deaf; five students out of every 1,000 are thought to be hard of hearing.

The deaf and hard of hearing are educated under many organizational plans, particularly resource rooms, itinerent specialists, and special classes. For severely hearing impaired youngsters many cities operate special residential schools. These schools serve rural, as well as urban areas.

Special Education Services

Size of Classes: Usually 6 to 8 students

3

Age Range: Instruction should begin very early. Some parent-child programs begin when the child is only 10 months old.

Transportation: Here again, the relative sparsity of these youngsters usually make transportation a major expense.

Post School Adjustment

The hearing impaired can adjust to working situations in the community. Some few will need extended sheltered employment. Some agencies now offer rehabilitation programs specifically designed for this population. In some urban centers, the deaf have been able to share living accommodations, religious and recreational activities.

CRIPPLED AND HEALTH IMPAIRED

These students have limited abilities in self-mobility, sitting in a classroom, and using materials for learning because of muscular and neuromuscular handicaps. These conditions include cerebral palsy, muscular dystrophy, multiple sclerosis, poliomyelitis, spina bifida, paraplegia, and heart conditions.

Some students have limited abilities, similar to those listed above, due to skeletal deformities. Examples include clubfoot, congenital dislocation of the hip, scoliosis (curvature of the spine), bone cysts, tumors, and conditions caused by accidents.

Other students have limited strength, vitality, and alertness for school work due to chronic health problems. Examples include heart conditions, tuberculosis, rheumatic fever, nephritis, infectious hepatitis, infectious mononucleosis, asthma, hemophilia, epilepsy, leukemia and diabetes.

There are approximately 20 such students who suffer from one of these diseases out of every 1,000. This population should be integrated with regular students whenever possible, depending on the degree of impairment.

They may also be served in resource rooms, special day schools, special classes, hospital instruction, and homebound instruction.

Special Education Service

Size of Class:

1. Special classes, 8 to 12 students. If children are severely handicapped, size should be smaller.
2. Homebound students, of course, must receive "individual" instruction. The case load per teacher varies from 5 to 12 students, depending on the length of time spent with each student, the number of visits per week, travel time, and State regulations and rules.
3. Hospitalized students can receive both individualized and small group instruction.

Special Materials: Homebound and hospital programs can incorporate educational TV, radio programs, home-to-school telephones and some kinds of teaching machines. Specially designed equipment makes it possible for the physically handicapped to learn most activities of daily living. Many community organizations are very responsive to raising funds for purchasing special materials and equipment for these children.

Transportation: Many of these children use wheelchairs and/or orthopedic devices. The time and expense involved in transportation can be considerable.

Post-School Adjustment:

This depends on the severity of the disability and the presence of secondary related problems. Employers are finding that they can successfully employ this population to perform jobs of greater complexity than were formerly considered possible. The physically handicapped, particularly those in wheelchairs, have special problems in dealing with architectural barriers.

EMOTIONALLY DISTURBED AND SOCIALLY MALADJUSTED

Emotionally Disturbed. The behavior of the student may be inappropriate to the point that it is both distracting and disruptive to the rest of the class, placing undue pressure on the teacher and intensifying the pupil's own problems.

Socially Maladjusted. Students who are constantly causing trouble in school or at home (truants, predelinquents, delinquents, and "incorrigibles").

There are approximately 20 emotionally disturbed or socially maladjusted students out of every 1,000. These persons are educated most often in special classes or special schools. Due to poor identification procedures many emotionally disturbed or socially maladjusted students are not receiving adequate service. Many are in the regular programs and are not receiving special education.

Special Education Service

Size of Special Classes: Emotionally disturbed, 6 to 8 students; socially maladjusted, 10 to 15 students.

Special Materials: These students may reject textbooks that stress middle-class values and behavior, and are illustrated with "conformist" children. Therefore, a library of special instructional materials usually must be developed. Audio and visual tapes, movies, and slides, records, and programmed learning devices are valuable teaching aids.

Transportation: Location of a special day school or special classes may make transportation a major problem.

Post-School Adjustment

The potential for this population varies greatly. When properly treated and trained, some enter the community and make valuable contributions.

ORGANIZING FOR COOPERATION--INTERAGENCY INVOLVEMENT

Effective vocational education for the handicapped depends on close cooperation between vocational education, special education, and vocational rehabilitation. The regulations to implement the Vocational Education Amendments of 1968 in Section 102.40 states in part that "the State plan shall provide for cooperative arrangements with the State Special Education agency, the State Vocational Rehabilitation agency, or other State agencies having responsibility for the education of handicapped persons in the State."

The State plan, to be implemented efficiently, will depend on working arrangements at local levels. Each situation requires imaginative planning by schools, public and private agencies, and other related groups. Since no hard rules will cover all situations, this section will present examples of effective State and local cooperation. Administrative organization, financial and legal considerations in the State vary and should be carefully examined as plans are developed.

Following is a brief description of how the Texas Education Agency is planning for vocational education services for handicapped students. The services will be jointly operated by the Divisions of Vocational Education, Vocational Rehabilitation, and Special Education.

Vocational Education Services for the Handicapped In Texas

I. Organization for Planning

LEVEL ONE

The Commissioner's Coordinating Council.**

The Commissioner's Coordinating Council is composed of the Commissioner, the Deputy, Associate and Assistant Commissioners and meets bi-weekly.

**"Commissioner" refers to the Texas State Commissioner of Education.

LEVEL TWO

The Executive Planning Committee. Reporting to the Commissioner's Coordinating Council is the Executive Planning Committee composed of the 27 major division directors. This committee also meets bi-weekly on alternate weeks.

LEVEL THREE

Standing Committees and Special Task Forces. Reporting to the Executive Planning Committee are four standing committees composed of selected Agency professional staff and a variety of standing task forces and temporary task forces.

One of the standing task forces is a task force for coordinating vocational education, vocational rehabilitation, and special education programs. The membership of this task force is composed of two members from each of these divisions and one member each from Guidance and Counseling, Secondary Education, Funds Management, and the Office of Planning.

II. The Work of the Task Force for Coordinating Vocational Education, Vocational Rehabilitation, and Special Education Programs.

This task force meets on call as needed. It has had a major responsibility for the State policies relating to the Cooperative Vocational-Academic Education (CVAE) program, for planning three demonstration projects that are currently (or will be) in operation, and for coordinating the planning effort of the State Plan for Vocational Education.

III. Brief Description of Pilot Projects to Date

1. Longview Independent School District - Program started in January, 1968. It consists of two junior high school level classes for the educable mentally retarded, served by two vocational education teachers and one vocational rehabilitation counselor (part-time). The special education teachers provide the academic preparation for the students; the vocational education teachers provide vocational training appropriate for the groups; the vocational rehabilitation counselor follows through with off-campus supervised job training.

2. El Paso Independent School District - This project has been in planning for almost a year and is scheduled for operation September 1, 1969. It consists of two vocational education teachers, one for boys and one for girls; four high school classes for the educable mentally retarded; and one vocational rehabilitation counselor. The pattern will be similar to the Longview project except the vocational classes are located in a technical high school and the four educable mentally retarded classes are located on four different academic high school campuses. In this project vocational rehabilitation has also provided a large portion of the equipment for the vocational education program.

3. Region XIX Education Service Center, El Paso The project is named "Vital Information for Education and Work." This project originally started under NDEA, Title V to provide current and up-to-date information on vocational opportunities for high school students. Through ESEA, Title VI monies it has been broadened to include a special component for handicapped students. Future plans at this time are to attempt the development of this project on a state-wide basis using vocational education, vocational rehabilitation, and special education funds.

IV. The Future

As of September 1, 1969 the Division of Vocational Rehabilitation will cease to exist and a new State Commission for Vocational Rehabilitation will be established. This creates an additional dimension for planning efforts.

The plan at this time is for the vocational education monies earmarked for the handicapped to be used for pilot projects. Plans are being made for both divisions; that is, vocational education and special education, to review these projects jointly. The operating techniques at this time have not been finalized.

The role of special education is seen as one which aids vocational education and vocational rehabilitation in avoiding duplication of their respective efforts.

To date there have been no major problems encountered in the joint planning that have not been resolved by employing the conference table method.

THE DETROIT GALAXY PROGRAM, Detroit Public Schools

The Detroit Public Schools have a model program of cooperation between special educators and vocational educators at the local level. While no funds are appropriated from the State of Michigan to categorically support this exchange, the two local departments have coordinated their efforts to assure adequate service for the handicapped in vocational education programming.

In September, 1966, a building services and landscape gardening program opened at a Detroit junior high school which offered training to the handicapped. From this initial effort programs evolved in personal service, commercial food preparation, health services, fabric and clothing, gasoline service station, and small appliance repair. From one center offering one training program, there are now eleven centers which have from one to four programs each.

The impetus for this cooperation grew out of a World of Work Committee which functions to consolidate the efforts of the district to plan vocational preparation programs. The Committee is made up of personnel representing vocational education, special education, business education, administrators, in addition to curriculum specialists, and school housing personnel. Working as a team, this committee accepts recommendations from the department of the school which desires to establish programs related to vocational preparation. All of the proposals are reviewed,and if accepted, are directed to the State Department of Education. When decisions of funding allocations are made at the State and the level of funding is known, another set of decisions is made as a priority of need. Some programs are begun, others are delayed pending additional funding, and others are remanded. The essential quality of this approach is that each affected department plays a role in the decision-making process.

Recently a new concept of service was proposed in Detroit. The "Galaxy" program,as it is known, offers exploration into clusters of jobs, followed by training in that specific field which seems most appropriate.

Tables 1 and 2, which are included, give examples of the types of programming possible using this system. Most handicapped persons find success in the occupational preparation galaxy. Some few are accommodated in the pre-trade galaxy.

Table 1

DETROIT PUBLIC SCHOOLS
OFFICE FOR IMPROVEMENT OF INSTRUCTION
WORLD OF WORK DEPARTMENT - VOCATIONAL EDUCATION SECTION
CAREER PREPARATION

AN EXPLORATORY ANALYSIS OF VOCATIONAL EDUCATION SUBJECT-AREA GALAXIES SHOWING INSTRUCTIONAL AREAS IN DEPTH FOR FOUR LEARNER ABILITY/INTEREST AREAS *

All Students (Exploratory) Grade 10		Science Engineering- Further Education Essential Grades 11-12, CO-OP		Technician- Further Education Recommended Grades 11-14, CO-OP		Pre-Trade Preparation- Further Education Valuable Grades 10-12, CO-OP		Occupational Prep. - Further Education Opt. Grades 10-11-12 CO-OP and Work Experience	
		Note: The job titles and DOT numbers are representative examples only							
MATERIALS AND PROCESSES	1	Cybernetics	007.168 012.168 020.088	Machine Tool Layout Tape Control Tech. Automation Tech. Data Process Tech.	606.150 012.288 638.231 020.088	Machinist Tool-Die Maker Machine Repair Machine Tool Set-up	600.280 601.280 632.281 600.380	Machine Operator Press Operator Rigger Millwright	600.286 610.619 921.887 638.281
	2	Metallurgy and Microanalysis	011.081 010.081 024.081	Fabrication Tech. Metallurgy Tech.	619.380 011.281	Pattern Maker Welder Sheet Metal Pipe Fitter	693.281 810.884 804.281 862.381	Assemblers Production Welder Metal Finisher Burner	806.781 813.885 705.884 816.782
	3	Structures	005.081 007.081 019.081	Inspector Wood Products Tech. Concrete Technician	182.287 040.081 570.532	Lather Carpenter Model Maker Roofer Furniture Upholsterer	842.781 860.281 661.281 304.281 780.884	Millman Construction Laborer Carpenter's Helper	669.380 809.887 869.884
	4	Landscape Architecture	001.081 018.168 040.081 059.086	Nurseryman Landscape Tech. Planner Park Foreman	406.168 168.168 199.168 407.134	Vegetable Grower Lawn-Shrubbery Landscape Gardener Nursery Man	403.181 406.887 407.181 406.168	Farm Hand Laborer, Nursery Garden Equipment Operator Flower Grower	421.883 406.884 409.883 406.181
	5	Industrial Chemical Applications	022.081 006.081 010.081	Ceramics Foreman Plastics Foreman Prototype Foreman	775.131 556.130 754.137	Cement Worker Bricklayer Layout Man Plasterer	844.884 861.131 751.381 842.381	Chemical Process Operator Plastics Repairman Machine Operator (plastics) Batch Still Oper.	559.380 754.884 559.782 552.782

*Highest Ability/Interest Level ——————▷ Lowest Ability/Interest Level

All Students (Exploratory) Grade 10		Science Engineering - Further Education Essential Grades 11-12, CO-OP		Technician- Further Education Recommended Grades 11-14, CO-OP		Pre-Trade Preparation- Further Education Valuable Grades 10-12, CO-OP		Occupational Prep. - Further Education Opt. Grades 10-11-12 CO-OP and Work Experience	
		Note: The job titles and DOT numbers are representative examples only							
VISUAL COMMUNI-CATION	1	Graphics	007.081 012.081 183.118 012.188	Photo Engraver Photo Copy Foreman Paper Technician Film Technician	971.281 979.130 029.281 976.131	Compositor Printer Photographer Lithographer	973.381 651.782 143.382 972.281	Silk Screen Operator Print Shop Helper Print Developer Book Binder	979.884 979.886 976.885 977.781
	2	Writing	052.088 051.088 130.088 132.068	Reporter Technical Writer Translator	132.268 139.288 137.288	Rewrite Copy Writer	132.268 132.980	Messenger Stockman	230.878 222.138
	3	Product Development	007.281 007.081 003.281 007.187	Industrial Designer Reproduction Technician Auto Body Designer Architectural Draftsman	142.081 976.381 017.281 001.281	Draftsman-Detailer Product Draftsman	017.281 007.381	Blueprint Machine Operator Records Keeper	979.782 207.782
	4	Fine Arts	141.031 141.051 141.081	Advertising Layout Interior Designer Artist, Commercial Artist	162.158 142.051 - 141.081 141.281	Sign Painter Cartoonist Jeweler Painter	970.081 144.081 700.281 840.781	Production Painter Paper Hanger	845.781 841.781
	5	Office Practice	020.088 020.188 050.088	Purchasing Agent Programmer Accountant Bank Officer	162.158 020.188 160.188 186.118	Bookkeeper Teller Stenographer Computor Operator	210.368 211.368 201.268 207.782	Mail Clerk Typist Clerk Delivery Clerk	231.588 203.138 219.388 222.587

All Students (Exploratory) Grade 10		Science Engineering-Further Education Essential Grades 11-12, CO-OP	Technician-Further Education Recommended Grades 11-14, CO-OP	Pre-Trade Preparation-Further Education Valuable Grades 10-12, CO-OP	Occupational Prep.-Further Education Opt. Grades 10-11-12 CO-OP and Work Experience
		Note: The job titles and DOT numbers are representative examples only			
ENERGY AND PROPULSION	1	Ground and Water Systems 014.081 Power Systems 015.197 187.198	Automotive Technician 620.131 Automobile Service Technician 620.281 Marine Technician 623.131	Locomotive Engineer 910.383 Auto Mechanic 620.131 Auto Body Repairman 807.381 Outboard Engine Serviceman 625.281	Assembler 806.887 Gas Station Operator 915.867 Vehicle Driver 913.873 Truck-Tractor Operator 892.883
	2	Aero-Space Systems 002.081 021.088 013.081 025.088	Pilot 196.168 Flight Engineer 621.281 Inspector 722.381 Meteorology Tech. 025.088	Air Frame Mechanic 621.281 Power Plant Mech. 621.281 Air Traffic Controller 193.168	Assembler 806.381 Plane Washer 919.887 Counterman 289.358
	3	Instrumentation and Measurement 018.188	Instrument Technician 003.281 Instrument Foreman 710.131	Office Machine Repairman 633.281 Watch Repair 715.281 Instrument Maker 600.280 Instrument Repair 710.281	Helper 710.884 Instrument Assembler 706.884 Cleaner 919.887
	4	Energy Source System 012.081 007.081 015.081 023.081	Maintenance Mechanic 631.281 Power Plant Tech. 638.281 Stationary Engineering Tech. 950.131 Service Supervisor 187.168	Stationary Engin. 950.782 Applicance Repairman 723.781 Refrigeration Mechanic 637.281 Air Conditioning Serviceman 637.381	Oiler 699.887 Firetender 951.885 Rigger 921.280 Furnace Repair. 869.281
	5	Electronic Systems 003.081 003.151 003.187	Electronic Tech. 726.281 Electronic Systems Tech. 024.288 T. V. -Radio Tech. 720.281	Electrician 821.381 Industrial Elect. 825.281 Electronic Repair. 828.281 T. V. Repairman 726.781 Radio Repairman 720.281	Meter Readings 239.588 Solderer 726.781 Frameman 822.884 Assemblers 729.884

All Students (Exploratory) Grade 10		Science Engineering- Further Education Essential Grades 11-12, CO-OP	Technician- Further Education Recommended Grades 11-14, CO-OP	Pre-Trade Preparation- Further Education Valuable Grades 10-12, CO-OP	Occupational Prep. - Further Education Opt. Grades 10-11-12 CO-OP and Work Experience
		Note: The job titles and DOT numbers are representative examples only			
PERSONAL SERVICES	1	Nutrition 077.128 077.081 096.128	Chef 313.281 Restaurant Manager 187.168 Commissary Man 185.168	Pastry Chef 313.131 Baker 526.781 Butcher 316.781	Short Order Cook 314.381 Kitchen Helper 318.887 Food Process Worker 319.884 Waiter-Waitress 311.878
	2	Shelter Care 055.088	Sanitarians 079.118 Hotel and Motel Mgr. 163.118 Institution Manager 187.118	Stewardess 352.878 Housekeeper 321.138 Bellman 324.138	Building Maint. 899.381 Window Cleaner 381.887 Custodian 382.884
	3	Anatomy and Microbiology 070.101 073.081 079.108	Medical Technol. 078.281 Dental Lab. Tech. 712.381 Nurse 075.118	Practical Nurse 079.378 Cosmetologist 332.271 Barber 330.371	Hospital Attendant 355.878 Animal Caretaker 356.874 Shampoo 332.271
	4	Clothing 096.128	Garment Designer 142.081	Seamstress 785.381 Power Sew. Mach. Opr. 787.782 Dry Cleaner 362.884	Trimmer 780.884 Pressman and Spot. 363.782 Shoe Repairman 365.381
	5	Distribution 250.158 250.358	Agents and Brokers 250.258 Manufact. Rep. 260.118 Buyer 162.158 Sales Engineer 289.118	Mail Carriers 233.388 Sales Person 290.068 Cashier 211.138	Stockman 222.138 Packager 920.887 Postal Clerk 232.368
	6	Performing Arts 079.108 090.168 092.228	Actor 150.048 Musician 152.048 Dancer 151.048 Singer 152.048	Property Man 964.168 Customer 969.261 Athlete 153.348 Comedian 159.084	Check Room Attend. 358.878 Attendant 355.878 Usher 344.138
	7	Recreation 153.118 040.081 079.878	Coach 153.228	Forestry Aides 441.384 Recreation Worker 195.288	Groundman 406.887 Attendant 341.368
	8	Protective Service 110.108	Agents 375.168	Policeman 375.118 Fireman 373.118	Watchman 372.868 Guards 376.868
	9	Mental Health Service 045.088 054.088 120.108	Personnel Relations 166.088 Counselors 045.108	Community Agent 195.168	Orderly 355.878

DETROIT PUBLIC SCHOOLS
OFFICE FOR IMPROVEMENT OF INSTRUCTION
WORLD OF WORK DEPARTMENT - VOCATIONAL EDUCATION SECTION

Table 2

CAREER PREPARATION PLAN

GRADE	CLUSTER 1 MATERIALS AND PROCESSES LABORATORY	CLUSTER 3 VISUAL COMMUNICATIONS LABORATORY	CLUSTER 3 ENERGY AND PROPULSION LABORATORY	CLUSTER 4 PERSONAL SERVICES LABORATORY
	JUNIOR HIGH SCHOOL			
7B	20 WEEKS ONE PERIOD			
7A			20 WEEKS ONE PERIOD	
8B		20 WEEKS ONE PERIOD		
8A				20 WEEKS ONE PERIOD
9B	10 WEEKS ONE PERIOD		10 WEEKS ONE PERIOD	
9A		10 WEEKS ONE PERIOD		10 WEEKS ONE PERIOD
	SENIOR HIGH SCHOOL STUDENT MAKES VALIDATED CHOICE OF TWO OF THE FOUR CLUSTERS			
10B	20 WEEKS, TWO PERIODS, 1ST CHOICE OF TWO CLUSTERS			
10A	20 WEEKS, TWO PERIODS, 2ND CHOICE OF TWO CLUSTERS			
11	DEPTH CAREER DEVELOPMENT IN ONE GALAXY LABORATORY 80 WEEKS			

	PROGRAM	GOAL
12	ONE PERIOD/DAY	SCIENTIST, MANAGER, ENGINEER/FURTHER EDUCATION NECESSARY
	TWO PERIOD/DAY	TECHNICIAN/FURTHER EDUCATION NECESSARY
	THREE PERIOD/DAY	SKILLED TRADES, SERVICE, SALES/FURTHER EDUCATION VALUABLE
	FOUR PERIOD/DAY	SINGLE OPERATION OPERATOR/WORK EXPERIENCE VALUABLE

Although the possibility should not be precluded, handicapped persons will only rarely show aptitudes for either the science engineering or technician galaxies. Handicapped young people with orthopedic or sensory deficiencies are sometimes capable of achieving at these levels.

The Department of Special Education intends to open a center -- The New Garfield Center -- supported by vocational rehabilitation money to expand the available service to mentally retarded young people. The program will be patterned after the "Galaxy" program, maintaining maximum compatibility. Personnel will be recruited for their skills in specific job clusters and certified as vocational education teachers, contingent upon the receipt of necessary training in a recognized institution. Para-professionals will be trained to supplement teachers to enhance the total program. The programs to be offered are:

Industrial Materials and Processes

Auto Body Repair
Welding - sheet, spot, arc, cutting, construction

Construction Material and Processes

Landscaping and Site Maintenance
Building Mechanics (janitorial, custodial, light repair, etc.)
Building Construction (houses, garages, stores)

Personal Services

Commercial foods (short order service)
Commercial serving
Health Services (orderly, ward attendant, ambulance aide, medical library aide, etc.)
Child Care (nursery - 6 mo. to 5 years)

Energy and Propulsion

Auto Mechanics
Utility Engine Repair
Electrical appliance and motor repair

Visual Communication

Clerical Practices
Drafting, graphic arts and photography

One difference to be noted is that the materials and processes area has been subdivided into industrial and construction to create a galaxy which is more restricted and therefore more concrete for the students.

The sequence of training moves from general to very specific. The student begins by spending about 20 weeks in "Galaxy" where he explores any or all of the available training areas. During this period the student works with teachers, counselors (guidance and rehabilitation) and academic specialists. Other services do not necessarily cease.

The next step for a handicapped person is on-the-job training (OJT). During this time the school is extended into the community and the young person expands his skill and general work competency. If this is completed successfully the young person is returned for placement. After placement, the school continues to follow the worker and offers any needed support.

OAKLAND UNIFIED SCHOOL DISTRICT, Oakland, California

The Oakland Public School's Department of Vocational Education supports a plan to provide certain handicapped youth with an after-school program in the area of automotive service. In September, 1969, the school district will employ on an hourly basis and during after-school hours, two of the automotive service specialists presently teaching in the vocational education program. They will provide training for not more than 15 educable mentally retarded youth at the rate of 2 hours per day, four days a week for up to 40 weeks. The cost of instruction, supplies and equipment will be borne by the California Department of Rehabilitation while the vocational facilities will be provided by the Oakland School District.

The Department of Special Education of the Oakland Public Schools is working very closely with the Coordinator of Vocational Education of the Oakland Public Schools concerning vocational training which may be available to handicapped persons through the following sources:

A. Vocational Education Amendments of 1968
B. Vocational Occupational Center Program

It is anticipated that when funds under the Vocational Education Amendments of 1968 are available, the program for physically handicapped pupils with good hand use will be offering training in the field of electronic assembling. It is estimated that approximately 30 hours of training are now required for an electronic assemblyman who is unimpaired. It is felt it may take somewhat longer to train handicapped persons. There are other related courses that could be offered and will be explored when the time is propitious.

In reference to the Vocational Occupational Center concept mentioned above, this has been developed through specific legislation by the State of California. In effect it is possible for a school district or a number of school districts to develop a Vocational Occupational Center through a self imposed tax override not to exceed 10¢ on $100 of assessed valuation to develop centers which will train skilled and non-skilled individuals in semi-skilled and skilled occupational courses. An example of this is Business Machine Repair which requires at least everage intelligence. It is felt that the physically handicapped and the emotionally handicapped who are carefully screened could qualify for this type of training.

OTHER SELECTED CASE STUDIES OF VOCATIONAL EDUCATION PROGRAMS FOR HANDICAPPED PERSONS

Under a contract with the U.S. Office of Education, the Social, Educational Research and Development, Inc. (SERD) in the spring of 1968 undertook a study of vocational education programs for persons with special needs which are in operation throughout the United States. For the mentally retarded, SERD focused on four programs which exist on the east coast. The following synopses have been taken from the SERD Report to the Office of Education. The case studies are only highlights designed to present the basics of the programs and provide a concept of what services are necessary to operate a program for the mentally retarded.

Case Study A - Baltimore

This program is titled "A Job Preparatory Curriculum" and is operating to provide vocational education for the "slow learner" from a city school system. In this instance "slow learners" include persons who have either physical or mental handicaps. The program is designed to serve students, 16 or older, who have completed the ninth grade. It is designed to offer two years of service. The school provides training for service occupations and employment placement.

This synopsis was taken from the SERD Report, Contract # OC C-O-8-089015-3344 (010) completed August 31, 1968.

The school population is about 350 students, ages 16 to 20 years.

The school is staffed with a principal, a job coordinator, 24 full-time teachers, one part-time physical education teacher, one counselor, a librarian, and a nurse. The academic instruction is related to the job context or to a living context, e.g., legal aid, health services, welfare programs, etc. Occupational training is offered in 11 areas. The curriculum attempts to expose the students to as many areas as possible and to keep the courses flexible enough that each student's individual need might be met. The second year of the program concentrates on a work-study approach.

The program has a low pupil-teacher ratio and provides prevocational orientation and instruction in addition to the vocational education. The vocational program however, is rather restricted in its offerings. Although the school helps in job placement, there is no follow-up once students have been placed.

Case Study B - Buffalo

The program began on a pilot basis in one high school in 1964 with mentally retarded students who were enrolled at the twelfth grade level. They spent a half-day on the job in the local commercial, service, or industrial community. The jobs were secured by a teacher-coordinator. The special classroom teachers devoted a large segment of instructional time to the facing and solving of problems encountered by the pupil in the work experience. An interview, a psychological examination, and a medical examination were required before job placement. The State Division of Vocational Rehabilitation cooperated by providing case workers to aid in job placement and in the investigation of the safety and suitability of the training situations. A training fee was paid by the DVR to the cooperating employers and this fee, in turn, was paid to the participating student in the form of wages. The program was successful and was expanded until now it is in operation in each of the 12 secondary schools of the city. It is this comprehensive, decentralized, and city-wide character that makes this program unique among vocational education programs for the mentally retarded in U.S. secondary schools.

The program's staff during the 1967-68 year consisted of a program supervisor, six teacher-coordinators, one visiting teacher, one guidance counselor, and clerical assistants. All teacher-coordinators were certificated by the State as special education personnel and were recruited especially for this program. Under Title III of the Elementary and secondary Education Act (ESEA), the Division of Instruction of the school district has established a Demonstration Center for Teachers of Mentally Retarded Children.

A student entering the secondary program for the retarded under this special needs program undertakes a curriculum designed for four years. Each year is a sequence of phases planned to develop the pupil's potential and to prepare him to take part in the world of work. Students progress through four identifiable phases on an individual basis.

Phase I serves as an orientation period during which the student learns to adjust to the school surroundings. At this time, he learns to follow a rigid schedule: gains poise and self control; generally becomes familiar with the world of work; gains more competence in the basic skills; learns to recognize and accept his own limitations; is introduced to job opportunities available and how to apply for them; and learns the importance of getting along with others.

Phase II serves a dual purpose. It is basically an extension of Phase I, but also includes a detailed description of the occupations available in the local community, units on how to get a job and to hold it, and preparation for in-school and out-of-school work experience. The student learns to use the basic skills subjects to help him function independently. He also is taught the geography of government of the local community. Field trips are the major vehicle of instruction.

Phase III includes an in-school work program as an introduction to further work experience. This phase is a prerequisite to Phase IV. The student uses the basic skill subjects to help him in various job situations within the school environment. He receives training necessary to support himself in the world of work. The underlying philosophy of this phase of the curriculum is to enable the student to function independently in a work situation.

Phase IV moves the student from a school situation into the community for various job experiences. He continues to participate in classroom experiences correlated with the community job and receives further training in basic skill subjects. Half the student's time is spent in school and half in the community, with a typical pattern of 20 hours a week of work experience over a period of 30 weeks. The time in school is devoted to facing and solving problems met in the work experiences of the student. The aim of this phase is to prepare the student to gain the proper skills to retain a job after completion of the four-year program.

The holding power of the program appears remarkably strong. Whereas the dropout rate for mentally retarded secondary school students was 29% in the year immediately preceding the initiation of the program the average dropout rate during the past three years of the special program has been 1%.

The following features seem to make this an effective vocational education offering: A strong prevocational program during the first three years providing an opportunity for the enrollee to explore different occupations prior to his selection of a skill training. Second, the entire program is well oriented toward the labor market, through regular consultations with employers, representatives of the DVR, and field representatives of the State Employment Service. Third, the eleventh and twelfth grade elements of the program are well articulated. Fourth, there is an opportunity to earn an income while learning. The student receives academic credit for the work experience and earns a certificate of completion when he has completed the entire program.

Case Study C - Cleveland

This program operates to facilitate the development of academic skills and to impart marketable skills to those students, grades 7 through 12, from the 55 schools of the city which are involved in the project. The regular school year consists of two semesters. Beginning in 1967, a summer program was offered. This program is a joint Bureau of Vocational Rehabilitation and school venture with a predominant number of mental/functional retardates.

The school has a principal, an assistant principal, a program coordinator responsible for the ancillary services, about 50 teachers, three advisors, two home visitors, and a part-time staff consisting of a physician, nurse, dentist, dental hygienist, medical aide, speech therapist, and psychologist. Several orientation sessions are conducted early each year for new teachers.

The seventh and eighth grade students are organized into five transitional classes. Special remedial basic education courses are offered, with flexible and programmed materials, and extensive use of audio-visual aids. Periodically these classes participate in tours to locations of educational and cultural significance in the metropolitan area. Completion of this transitional program leads to a ninth grade program of courses in English, community civics, mathematics, general science, art, and occupational information plus a number of vocational ship experiences. Successful completion permits the student to move from the junior high level to the senior high level where, over a period of three years, he may be involved in one or more of the programs at the tenth to twelfth grade levels. Regardless of the level of instruction or the subject matter, the material is always related to the world of work or to the life situations of the students. A coordinating committee of staff members was created to correlate these academic areas as closely as possible with the vocational and occupational training activities. Regular exchanges between faculty of the academic and vocational phases are attempted, so each staff group is knowledgeable of the aims and activities of the other.

Six shops have been established for training purposes including Small Engine Mechanics, Horticulture Work-Study, Building Maintenance, Office Production, Engine Lathe Operations, and the Occupational Work Experience Laboratory. Also, three sheltered workshops are operated for the seriously mentally or physically handicapped students. These include Small Appliance Repair, Production Woodwork, and Shoe Repair. Customers are charged for the services and the students share the profits. Students are assigned to these shops, based on their expressed interests, aptitudes revealed by testing, and after-job counseling by staff members.

The Occupational Work Experience Program is a three year program. In the first year, at the tenth grade level, four periods per day are used for basic academic courses and two periods are open in the work laboratory. In the last two years of the program, half the day is spent in school in basic academic subjects while the other half is spent in a job. Completion of this three year program is recognized with a certificate. In recent years, as many as 10% of the students have been returned to regular school programs after varying periods of the program. The vocational phase is strong in the following ways: effective use has been made of Title I ESEA funds to obtain new training equipment; a prevocational program exists but with limited perspectives concerning the scope of occupations available; and the classes are close to the recommended maximum of fifteen students per class.

Case Study D - Manatee County, Florida

This school district, since 1947, has provided some educational opportunities for its special needs students. Records indicate that about 4.7% of the school population regularly needed these special services, which were included as part of the regular elementary, junior high, and high school programs. In 1964, a "Special Disadvantaged Project" was developed to effect "a comprehensive and coordinated program between special education and rehabilitation, with the view of bridging the gap between education and remunerative employment."

The program is staffed with a director, eight academic instructors, nine vocational instructors, and three guidance counselors. The DVR personnel involved in the program are a supervising counselor, three counselors, one social worker, and one job placement coordinator. Both the academic and vocational instructors must be certified by the State as public school teachers in exceptional education and the vocational teachers are further required to have had work experience in the occupational area being taught. The vocational staff was given special screening to insure interest, aptitude, and ability in working with disadvantaged youth. No in-service program of any depth and regularity has been developed, although regular staff meetings are held to discuss program problems and progress.

The instructional program provides three class periods of occupational training daily throughout the school year for students who are presently assigned to special educational classes in one of the seven secondary schools of the county. Approximately 70% of the program enrollees are assigned to upgrade special education classes at the home school. They do not receive units toward graduation nor is credit given them for participating in the occupational training program. Instead, they receive a certificate of completion. The remainder of the students who are assigned to graded classes do receive credits for the vocational courses and may proceed to a high school diploma. The skill training given at the center consists of six courses, each concerned with a general area of service occupations. During the first few weeks of the school year, the students are rotated through the six skill training areas to give them information and ideas concerning each one. The vocational training is quite flexible, permitting varied experiences within one occupational area and in related areas. It is possible for students in this program to transfer to the regular vocational course offered at the area center.

Close working relations with the Division of Vocational Rehabilitation and the State Division of Vocational Education are maintained to keep the content and methodology current to the newest ideas for the education of seriously disadvantaged youth. In addition, detailed case records are maintained on each individual's progress throughout the system.

The placement of students from this program is unusually high, almost 100% and at an average hourly rate of $1.60 per hour. This results from the policy of retaining persons in the program until placed, a quality program, and a substantial demand in this geographic area for semi-skilled and service personnel. Approximately 25 of the 1966-67 graduates progressed so well that they were trained in regular skill craft vocational courses. The program also has built-in follow-up counseling to assure job retention and permanency of adjustment.

There are many factors which contribute to the effectiveness of this program. The practices which recommend themselves to other programs are: (1) the careful planning of the program prior to its opening, which included not only course content and teaching method, but the critical matter of administrative arrangements; (2) the close and compatible relationship between the agencies involved; (3) careful selection of teachers; (4) teacher orientation; (5) frequent staff meetings; and (6) a training concept of training for job clusters, rather than individual occupations.

Residential schools and institutions, both public and private, are eligible to receive funds under the Vocational Education Amendments of 1968. These resources can be used to develop and upgrade vocational training programs. Institutions interested in applying for these funds should contact the State Director of Vocational Education.

SERVICES AVAILABLE FROM VOCATIONAL REHABILITATION

The public vocational rehabilitation program is a State-Federal partnership with State vocational rehabilitation agencies in each State providing vocational rehabilitation services directly to their handicapped clients. The program has had long experience in providing vocational services to handicapped young people in school settings and is an especially important resource for the vocational educator to become thoroughly familiar with as he develops his own activities for the handicapped.

In some States, a single vocational rehabilitation agency provides services to handicapped individuals with all types of disabilities; in other States there are two vocational rehabilitation agencies with one agency devoted exclusively to serving the blind and visually impaired. Vocational educators planning school programs will have to be careful, especially in planning activities for the visually handicapped, to assure that the appropriate vocational rehabilitation agency is involved in the planning effort.

The State vocational rehabilitation agencies maintain local offices throughout the State, usually in the larger cities and at the institutions and facilities at which they operate special vocational rehabilitation programs. Most agencies assign counselors to visit on a regular basis, the major public and private institutions in the State, and to the extent possible, counselors also visit the secondary schools in their areas.

Central to the vocational rehabilitation process is the vocational rehabilitation counselor who either himself provides, or arranges for other professionals to provide, any of the broad range of vocational rehabilitation services for which an eligible handicapped individual can qualify. A young person in need of assistance can

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*Written by Harold F. Shay, Assistant Chief, Division of Disability Services, Rehabilitation Services Administration, Social and Rehabilitation Services, Washington, D.C.

either make direct contact, or be referred to a counselor by others, such as his teacher or school guidance counselor. An individual is eligible if the vocational rehabilitation counselor can determine that: (1) he has a physical or mental disability; (2) he has a substantial handicap to employment, and (3) there is a reasonable expectation that providing vocational rehabilitation services will make him employable. The fact that an individual is disabled does not, in itself, make him eligible for vocational rehabilitation. In all cases, no matter what the disability, the three basic eligibility criteria must be met.

When an individual applies for vocational rehabilitation he is given a thorough diagnostic study which consists of a comprehensive evaluation of the pertinent medical, psychological, vocationa, educational, cultural, social, and environmental factors in his case. This diagnostic study, arranged by the vocational rehabilitation counselor, includes an evaluation of the individual personality, intelligence level, educational achievement, work experience, vocational apptitudes and interests, personal and social adjustment, employment opportunities and other pertinent data which might be helpful in determining both the individual's eligibility for vocational rehabilitation and the nature of the vocational education program in which he should participate.

Once an individual is determined to be eligible, he may receive any of the other vocational rehabilitation services provided by the vocational rehabilitation agency. These include:

(1) Counseling and Guidance - Carried out in close coordination with teachers and school counselors to ascertain the youngster's assets, problems and goals, and to formulate a plan of services for him.

(2) Physical Restoration - To correct or substantially modify within a reasonable period of time a physical or mental condition which is stable or slowly progressive. This includes such things as medical, surgical, and dental treatment services, prosthetic and orthotic devices, hospitalization and convalescent home care, hearing aids, wheelchairs, physical therapy, occupational therapy, speech therapy, eyeglasses and visual services, and psychological services, but it does not generally include treatment for acute or transitory conditions.

(3) Training including:

Personal Adjustment Training - To aid the young person to acquire personal habits, attitudes, and skills necessary to enable his effective future vocational functioning in spite of his disability.

Pre-Vocational Training - To create readiness for specific training or work opportunities by using actual or simulated work tasks in special sheltered workshop, or in school or community work situations, for periods of training or work experience.

Vocational Training - Arranged at the school or in the community, full-time or part-time, and in either formal vocational classes or on-the-job training; training provided under the auspices of vocational rehabilitation never duplicates public school vocational education programs already available to such students.

(4) Maintenance - This might include lunches during community work assignments or other maintenance of indigent persons in relation to other services when client is unable to secure them at home or at school.

(5) Placement - Includes job development activities and counseling with both employee and employer to ensure that a job placement is satisfactory.

(6) Follow-up - To help the individual to maintain himself in employment.

(7) Transportation - When necessary for diagnosis, or other services under an individual rehabilitation plan.

(8) Reader services for the blind and interpreter services for the deaf.

(9) Services to members of a handicapped individual's family when such services make a substantial contribution to the rehabilitation of the client.

(10) Other goods and services necessary to make the individual employable.

Over and above the services provided directly to its clients, the State vocational rehabilitation agency also can assist vocational education program development for the handicapped in a number of other ways. It can help in constructing, expanding, renovating, or equipping schools rehabilitation facilities and can help in staffing these facilities for a fifty-one month period. It can assist in such things as removing of architectural barriers from buildings where the handicapped could either be trained or employed; purchasing a special bus or other vehicle for transporting the handicapped, or providing special instructional materials for use by the handicapped.

A vocational education program for the handicapped which fails to utilize the vocational rehabilitation resource would be incomplete.

A MODEL FOR A STATE-WIDE COOPERATIVE AGREEMENT

Title: Vocational Education and Vocational Rehabilitation Partnership in Secondary School Programming for Educationally Handicapped Youth, Project Series #8

Prepared by: Indiana Department of Public Instruction, Division of Special Education, Division of Vocational Rehabilitation, and Division of Vocational Education.

INTRODUCTION

One of the purposes of the Title III project entitled Developing Cooperative High School Work Orientation Programs for Educationally Handicapped Youth was to demonstrate the effectiveness of focusing the combined financial, professional, and experience resources of the three existing state agencies primarily responsible for the education, training, and life adjustment of the handicapped. These three divisions of the Indiana Department of Public Instruction are:

1. **Division of Special Education - charged with the primary responsibility of the development and coordination of programs modified to meet the special needs of handicapped children within the public school framework.**

2. **Division of Vocational Education - charged with a specific responsibility of providing for the vocational education training needs of public school children with special needs.**

3. **Vocational Rehabilitation - charged with a responsibility for educational and training services in preparation for employment, placement in a job, and follow-up as stipulated under the Laird Amendments, P. L. 89-333.**

This document is a draft model of an agreement which may be drawn up between a school corporation and the three divisions of Indiana Department of Public Instruction. To qualify, the program should consist of a sequence of logical phases providing pre-employment services to the eligible participants.

It is suggested that the following procedures be observed by the schools as their proposals, based upon this revised model, are submitted for review:

1. **Develop the plan in cooperation with the appropriate Area Vocational Rehabilitation Supervisor.**

2. **Utilize the assistance of personnel of the three divisions of the Indiana Department of Public Instruction, (a) Division of Special Education, (b) Division of Vocational Education, and (c) Division of Vocational Rehabilitation.**

3. **Submit five (5) copies of the proposed agreement to the Division of Vocational Rehabilitation. Copies of the proposal will subsequently be routed to the Division of Special Education and Vocational Education.**

AN AGREEMENT BETWEEN THE
INDIANA VOCATIONAL REHABILITATION DIVISION
DIVISION OF SPECIAL EDUCATION
DIVISION OF VOCATIONAL EDUCATION

and the

____

(Name of School Corporation)

I. PURPOSES OF THE AGREEMENT:

The purpose of this agreement is to provide eligible vocationally handicapped students a program of pre-employment services not traditionally provided to students in the public school setting and which will enable them to continue in an organized program of pre-employment vocational experience

in order to afford an opportunity to prepare for gainful employment.

To realize this goal a cooperative program has been developed and established by the ______________ Schools, in conjunction with and upon the recommendation of the Indiana Vocational Rehabilitation Division, Division of Vocational Education, and Division of Special Education.

The overall size of the Program provided by the school is limited only by the number of students available for services and the school's ability to provide such services.

The Pre-employment Vocational Experience Program (hereinafter referred to as the PVE Program) consists of a sequence of logical phases providing prevocational services to the eligible participants. The phases of the program may include:

A Vocationally Oriented Curriculum
Pre-employment Guidance and Counseling
In-school Work Adjustment Training
Job Exploration
Vocational Evaluation
Community Work Experience
Post School Training
Placement and Follow-up

II. ELIGIBILITY

All students enrolled in Special Education programs, Vocational Education Special Needs programs, and all additional students eligible for such enrollment shall be given consideration for participation in this program. Referral for the services of the program shall be the responsibility of the Pre-employment Vocational Coordinator of the ______________ Schools. Determination of eligibility for rehabilitation services shall be the sole responsibility of the Indiana Vocational Rehabilitation Division. Individuals not considered eligible by the Indiana VRD may participate in the program at school expense.

III. PRE-EMPLOYMENT VOCATIONAL EXPERIENCE PROGRAM:

A. Organization

The PVE essentially consists of three general phases designed to: (1) identify vocationally appropriate and inappropriate individual characteristics; (2) provide opportunities and experiences for developing behavioral modification in line with the demands of the world-of-work and the personal needs of the individual (psychological, social and emotional); (3) afford a variety of pre-employment vocational experiences in progressively more competitive environments, establishing a sound experiential background for future vocational selection and placement.

The PVE services will be inaugurated for eligible participants upon their acceptance into the program and shall be provided as needed during the tenth, eleventh, and twelfth grades. Services to be provided at VRD expense must be formally authorized by the Vocational Rehabilitation Division prior to the actual provision of such services.

In general, the program sequence shall follow a predetermined pattern with provision for such flexibility as may be necessary to provide for the individual needs of the participants, as follows:

10th Grade - Pre-employment adjustment training within the school environment

Program objectives include vocational guidance in job families, development of appropriate aspiration levels, evaluation (personal, social, vocational), acquisition of knowledge and development of readiness through the use of pre-employment experiences.

11th Grade - Development of a realistic concept of the world-of-work

Continued vocational guidance in job families with emphasis upon community exploration in occupational

areas; parallel classroom activities developing specific skills, attitudes and habits necessary to vocational training within the school and community; continued personal and vocational evaluation via work-testing activities in an occupational experiences laboratory, and a variety of actual and meaningful work situations, established with prior VRD approval.

12th Grade - Development of a realistic self-concept in the world-of-work

Progression to this final phase usually will involve participation in the cooperative work-study aspect of the program. The students will engage in various community based occupations on a regular part-time or cooperative basis, with continuing supervision and personal evaluation. In-school and community based work stations will be established with prior VRD approval. In the final semester, those demonstrating the necessary reliability and maturity (readiness) will work in selected community jobs, supervised regularly by the program coordinator for the purpose of evaluation and personal guidance.

B. Services and Responsibilities

Intake -

1. All special education tenth, eleventh, and twelfth grade students shall be eligible for referral. Referral will be initiated by the Pre-employment Vocational Coordinator of the __________ Schools.

2. All referrals shall be made to the local counselor of VRD. Referral data shall include a recent psychological evaluation (which includes a WAIS or Binet) complete school, social, and educational histories, any other personal and educational data deemed pertinent by VRD.

3. All referrals shall be processed by VRD personnel in accordance with established procedures.

4. As a part of VRD eligibility determination each student-client shall be provided a medical examination at VRD expense.

5. Upon notification of eligibility of each student-client, the Pre-employment Vocational Coordinator and the VRD counselor shall arrange and conduct a client/parent orientation to the PVE program.

VRD Plan and Authorization to Purchase Services -

The VRD counselor is responsible for the preparation of a formal "Rehabilitation Plan" developed upon case work data available to date which includes data from the client/parent orientation to the PVE program.

The VRD counselor is responsibile for the preparation of a formal "Authorization to Purchase Services." The "Authorization" must be supported by the content of the formal Rehabilitation Plan. The "Authorization" must be prepared prior to the date of the commencement of the services being authorized.

Authorization for services will originate only with the VR counselor.

Evaluation -

1. Written reports of the status and progress of each client shall be an integral and continuous part of the program. Reports of these observations shall be frequent and periodic, provided no less than each academic period, and will be maintained by the Pre-employment Vocational Coordinator. Copies of all such reports shall also be submitted to the VR counselor. All persons involved with each client (teacher, counselor, employer, family) have a responsibility for providing this data.

2. Established evaluative techniques and instruments will be utilized where determined appropriate. Additional psychological and social evaluations may be provided by the staff of the ________ Schools or from other agencies and service facilities in the community, when indicated and as requested or provided by the VRD.

Occupational Training -

1. Organization

Program recommendations shall be developed for each student-client compatible with the rehabilitation training needs of the individual. These recommendations shall be submitted to VRD by the Pre-employment Vocational Coordinator for modification and/or approval prior to authorization for services. Authorizations for service will originate only with the VR counselor.

The number of students and physical conditions of each training unit shall comply with the specifications for such classes, established by the State Department of Public Instruction.

Where appropriate to the overall program needs the school corporation will establish an "Occupational Experiences Laboratory" as an integral part of PVE Program. This laboratory should be established in accord with the recommendations of the Division of Special Education, Division of Vocational Education, and the Vocational Rehabilitation Division. It is intended to realistically replicate an industrial setting, and will be used in programming for students with special vocational needs. The OEL will provide supervised work adjustment and evaluation experiences, and may consist of a specific area especially equipped and maintained for such purpose; and/or may consist of a number of specified work training stations in a given school environment. Each arrangement will be specifically developed and each agreement consummated.

In cases in which specific basic skill training is provided the individual by the PVE program such training will be consistent with current community job opportunities. The Pre-employment Vocational Coordinator is responsible for conducting a current community occupational survey, or obtaining information regarding current occupational opportunities when available from agencies operative in the given community.

The general educational curriculum and specific pre-employment vocational experience plan for each level of the training unit(s) shall be submitted for the joint approval of the Divisions of Special Education, Vocational Education and Vocational Rehabilitation, including a description of the occupationally oriented materials to be used in implementing the program.

A follow-up of each participant completing or discontinuing the program shall be conducted at three month intervals during the first calendar year following termination. The Pre-employment Vocational Coordinator is responsible for the follow-up. The data gained shall be supplied to VRD for utilization in determining the effectiveness of the program in achieving its goals and in continuing planning for discontinued or repeat clients.

2. Personal Adjustment Training

The emphasis in parallel classroom activities shall be largely upon the development of those basic personal skills related to effective occupational and personal adjustment. They shall include occupational and environmental exploration, personal adjustment training, personal management, survival skills training, utilization of public utilities, facilities and services.

3. Work Adjustment

Work adjustment training shall generally consist of a variety and sequence of simulated and real occupational experiences designed to afford the individual an opportunity for self-development towards the program goal--additional post-school training or vocational placement compatible with aspirations and abilities may be provided by VRD.

The majority of the student-clients, because of age or nature of primary disability, will probably begin their occupational careers in entry-level occupations. Therefore, the primary emphasis of the PVE work adjustment program shall focus majorly on general pre-employment experiences directed toward the development of appropriate attitudes and habits. The skills specific to such entry occupations are best developed on the job, by the employing agency. The character of actual work performed by students will be determined by the employer, cases in which students are employed in sheltered workshops sub-contract work may be included. Work adjustment training will include a variety of experiences in such entry-level occupations. Special emphasis will be placed on developing:

1. Motivation
2. Work Tolerance
3. Self-reliance and reliability
4. Regularity and punctuality
5. Positive responses to direction and supervision
6. Peer group interpersonal relations
7. Perseverance on the job
8. Relative values of speech, accuracy and productivity

The progress and the plan of each student-client shall be reviewed at least once each semester by the PVE Program staff and the VRD counselor, and appropriate adjustment made where indicated.

4. Placement

Satisfactory completion of the program by the client shall include direct placement in an appropriate job; or continued VRD training and vocational counseling services designed to prepare the client for suitable employment.

The primary responsibility of the PVE program shall be the preparation of the individual to participate in continuing services toward optimum utilization of the individual's vocational potential. Vocational guidance and counseling towards this goal will be provided by the program staff and the Vocational Rehabilitation Counselor, throughout the course of the school program, in order to assure smooth transition to other community services under the auspices of VRD.

5. Program Evaluation

The evaluation of the PVE shall be continuous and reflect the extent to which the services provided have helped the individual attain the rehabilitation goals, as established in the formal recommendations. Such evaluation is the joint responsibility of the VRD and PVE staffs. Recommendations to alter the PVE program shall be approved by the Vocational Rehabilitation Division through its local counselor.

6. Supportive Services

All appropriate supportive services such as, parent and client guidance, social, psychological, special remedial services shall be provided by the schools, where competent professional staff is available. Other community based supportive services will be utilized on an individual need basis, upon the recommendation of the VRD and PVE administrations.

C. Staff*

Superintendent of Schools - Through his designated agent is responsible for the overall activities of the pre-employment program. He shall assist in interpreting school procedures and services as requested and operate the program according to standards established by the Indiana Department of Public Instruction.

Pre-employment Vocational Coordinator - is responsible to the ____________ ____________ and will be responsible

***Identify by name where underlined.**

for the development and coordination of all pre-employment activities within the school and the community; will develop liaison between the school community and local and state agencies; will develop and coordinate training stations in cooperation with the VRD Counselor; will see that periodic evaluations and other pertinent information are kept in the student-client file; will prepare a quarterly budget covering costs to VRD for vouchering purposes; will collect pertinent data on students; will counsel with students on individual problems affecting job training. Where possible, this will be a full-time assignment and in no case will it be less than one-half time involvement. The Pre-employment Vocational Coordinator will meet the minimum requirements for certification set forth by the Teacher Training and Licensing Commission of the State Board of Education, and in addition shall have had occupational experience in business or industry. Graduate level training in counseling and guidance, special education, vocational education, and vocational rehabilitation is desirable.

Psychologist - will be responsible for evaluation of learning ability, and of social competency, assessment of emotional stability, ascertainment of academic progress, appraisal of vocational fitness, formulation of recommendations, and participation in case conferences.

School Social Worker - will provide case history information on those students referred for pre-employment services who are not in special education programs; will act as a consultant to the pre-employment staff and will participate in case conferences.

Special Education-Vocational Education and/or Regular Classroom Instructors - will work closely with the Pre-employment Vocational Coordinator in reference to referral procedures and the in-school work experience program and vocational adjustment training program; will develop and implement, with the help of consultants, a parallel academic and vocationally oriented curriculum; will keep pertinent cumulative records to help determine readiness for particular phases of the prevocational program; will make referrals and recommendations and will provide supplementary data regarding the students as requested.

Division of Vocational Rehabilitation Counselor's Responsibility - The counselor and/or the area supervisor will be responsible for final determination of eligibility of students for VRD services. He will meet with students and parents to initiate the referral form and provide for special medical examinations, if needed. He will assist school staff and provide vocational rehabilitation counseling and guidance of students as required. He will meet periodically with the Pre-employment Vocational Coordinator and assist him in locating job training stations. He will attend all case conferences relative to student-clients.

D. Records and Reports

The coordinator of the PVE shall be responsible for establishing and maintaining client and program records and reports as required by VRD, Division of Special Education, Division of Vocational Education of the Indiana Department of Public Instruction and the Indiana State Board of Accounts; and such as may be required by the State and Federal Departments of Labor, Wage, and Hour Division. Where applicable, the "Criteria" cited in Standards for Rehabilitation Facilities and Sheltered Workshops, Vocational Rehabilitation Administration, U.S. Department of Health, Education, and Welfare, 1967; Section V, "Records and Reports," will be used in development of the PVE Program.

IV. IMPLEMENTATION

A. The ______ School Corporation agrees to conform to the provisions of this agreement in providing services to the eligible student-client via the provision of adequate facilities, appropriate professional staff, and all available supportive services. The School Corporation also agrees to provide overall supervision to the PVE in conjunction with the Vocational Rehabilitation Division and in line with the terms of this agreement.

B. The Indiana Vocational Rehabilitation Division, as part of its commitment to this joint agreement will, in addition to providing professional personnel who work with the staff of the program, and the vocationally handicapped students, also assist the program financially, through the purchase of services. Such student-client services fall into two categories:

1. Those directly purchasable through the PVE Program, such as:

   a. Evaluation
   b. Personal Adjustment Training
   c. Work Adjustment Training
   d. Vocational Training

   Upon receipt of satisfactory evidence of these services, the Indiana Division of Vocational Rehabilitation will pay on an individual case basis a per student-client training fee to the __________ Schools equal to one half (1/2) the established overall per-pupil cost for the school year which is $______. This reimbursement will be adjusted on the basis of student-client attendance at the end of each semester. Payment will be made following each semester of the regular school year.

2. Those services purchasable from other resources are described in VRD brochure, Opportunity for the Disabled Through Vocational Rehabilitation.

C. The Division of Special Education, as part of its commitment to this joint agreement, will reimburse this program, as authorized by Rule S-1 of the Rules and Regulations of the Commission on General Education, Indiana Department of Public Instruction, for the following:

1. **Instructional Costs***

Name of Instructor	Certificate Number	Certificate Kind-Grade	Expiration Date	Job Assign.	% of Salary	Salary

2. **Special Transportation***

Upon receipt of evidence of the approval for enrollment of each student into the program, the Division of Special Education, in accordance with the provisions of Rule S-1, Sections 2 and 7 E, will reimburse the ________ for pupil transportation for one round trip each day the student is in school at the rate of $________per pupil per day.

***Annual reimbursement is based upon fiscal proration of available State Special Education funds.**

D. The Division of Vocational Education agrees to reimburse programs developed in the area of Special Needs on a matching 50-50 basis. Federal funds will be provided to the local school corporation where evidence is submitted of the expenditure of local and/or state funds dollar for dollar. Any reimbursement is always authorized and approved, pending the availability of funds provided by the Vocational Education Act of 1963. Items which may be included in the budget are:

1. **Instructional staff, (Academic-Vocational).**
2. **Guidance counselors to be used and percent of time devoted to this program.**

3. Supervisory and other professional personnel to be used in the program.
4. Travel
5. Instructional equipment and supplies.

E. Special Conditions - The approval of this agreement is conditional upon the provision of data requested by the Divisions of Vocational Rehabilitation, Special Education, and Vocational Education.

V. FAIR LABOR STANDARDS ACT

The signing of this agreement signifies that the school corporation is complying and will continue to comply with Title 29, Chapter V of the Fair Labor Standards Act as amended in 1966 (effective February 1, 1967), and other amendments as they become effective. All work activities shall be compensated in compliance with the regulations of the Wage and Hour and Public Contracts Division of the United States Department of Labor.

VI. CIVIL RIGHTS ACT OF 1964

The signing of this agreement signifies that the school corporation is complying and will continue to comply with Title VI of the Civil Rights Act of 1964. "...to the end that no person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity...."

VII. EFFECTIVE DATE AND DURATION OF AGREEMENT

This agreement shall take effect on ________________ and shall remain in effect until ________________. The agreement is subject to annual renewal.

VIII. APPROVAL

Superintendent	Director, Indiana Division of Vocational Education
Date	Date
VRD Area Supervisor	Assistant Director of Program Services, Indiana Vocational Rehabilitation Division
Date	Date
Director, Indiana Division of Special Education	Director, Indiana Vocational Rehabilitation Division
Date	Date

PROGRAMS AND SERVICES

The task of educators is not merely to equip handicapped youth with saleable skills. They are committed to the greater challenge of providing students with an educative process which meaningfully and realistically prepares them for responsible competency and fulfilling involvement as workers and citizens. This curricular commitment begins before the secondary vocational level. With handicapped students, vocational education should begin early in the school experience. To reduce and remove later hindrances to employability and to training it is suggested that responsibility for pre-vocational education of the handicapped begin on the day of initial school enrollment. Ideally, a pre-vocational program must be provided in which the handicapped acquire interests, skills, attitudes, and knowledge necessary for later, successful occupational adjustment. This calls for a curriculum design which is carefully articulated between vocational-technical and special education personnel.

This section presents and reviews programs and services appropriate for handicapped secondary students who cannot succeed in regular vocational education without program modifications or providing special services.

There are two questions which may concern vocational educators as they plan to serve handicapped persons. The first question is:

> "For handicapped students who frequently possess serious deficiencies in general skills, should the vocational program be provided with segregated classes or should such youth become a part of an integrated program?"

The answer to both parts of the question is "Yes." The problem is one of planning and developing administrative structures that will enable individual adjustments to be made rather than requiring the individual to do all the adjusting to the preconceived programs and instructional levels

The following chart illustrates increments of educational segregation and integration of the handicapped:

INCREMENTS OF EDUCATIONAL SEGREGATION AND INTEGRATION OF THE HANDICAPPED[1]

Segregation Institution
Special School
Special Unit
Special Class (self-contained)
Special Class (with children participating in 1 selected activity)
Special Class (with children participating in 2 selected activities)
Special Class (with children participating in a number of selected outside activities)
Regular Class (with resource room)
Regular Class (with resource teacher)
Regular Class (with instructional grouping)
Regular Class (with selected instructional grouping)
Integration Regular Class

It is possible for any one youth to be served in several of the programs during his tenure as a student.

Handicapped youth in the secondary school have frequently been denied meaningful vocational-academic exposures. Often separate systems have been established for these students. In some of these separate or segregated programs, vocational educators limit training to activities which may be far below the individual's potential and remove him from the social mainstream of the school.

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[1] G. Orville Johnson, "Integrated and Segregated Vocational Education Programs for the Handicapped." Paper read before the National Conference on Vocational Education of Handicapped Persons, Pittsburgh, Pa., February, 1969.

> "School districts often build area vocational technical schools for the intellectually capable, special skill centers for the mentally sub-normal, scholars programs for the intellectually gifted and programs with great ambiguity and little direction for the majority of students. It is interesting to note that all of the programs function as if they were housed in separate agencies and dealing with different species of human beings."[2]

A major concern should be to avoid locking the handicapped into a rigidly prescribed program. Ideally, through the support of regular evaluation and counseling, their needs will dictate specialized services.

The second question which may concern the vocational-technical educator is:

> Are there common needs and characteristics of the handicapped students that should be recognized as we plan his program of services?

The handicapped person:

1. may fail to possess feelings of personal adequacy, self-worth, and personal dignity; may have failed so often in school that he is provided with a feeling of hopelessness. May also be unable to accept the disability which has been reinforced by society's negative stereotyping.
2. may frequently be a disabled learner limited in his capacity to master basic communication and computational-quantitative skills.

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[2] Jerry Olson, "Implementing Programs to Serve the Handicapped: Some Concerns and Considerations," Paper read during the National Conference on Vocational Education of Handicapped Persons, Pittsburgh, Pa., February, 1969.

3. may have limited mobility within his community and thus have little knowledge of not only the mechanics of getting about, of how to use public transportation, but will lack important information regarding the community's geography, institutions, and places of commerce and industry. As a result, he may not view himself as a part of his community.

4. may possess personal-social characteristics which interfere with his ability to function satisfactorily in a competitive work setting.

5. may be affected by chronic illnesses and by sensory-motor defects which reduce his effective response to training and placement.

6. may possess physical characteristics which can elicit rejection and can be viewed by peers, teachers and employers as unpleasant.

7. may lack goal orientation and particularly that which relates to selection of an occupational training area and the anticipation of fulfillment in that area.

8. may have unrealistic notions as to what occupational area would be most appropriate.

9. may lack exposure to worker models. This is particularly true of the large number of handicapped youth whose families receive public assistance or who are plagued by chronic unemployment.

RECOMMENDED PROGRAM COMPONENTS

PRE-VOCATIONAL EVALUATION
COMMUNICATION SKILLS
COMPUTATIONAL AND QUANTITATIVE SKILLS
OCCUPATIONAL INFORMATION AND CIVIC RESPONSIBILITY
SKILLS TRAINING (OJT-TRAINING)
PLACEMENT AND FOLLOW-UP

Pre-Vocational Evaluation as a Major Function

An on-going comprehensive, diagnostic service is needed in the program to give both student and staff members regular and repeated appraisals of vocational direction and potential. This will be referred to here as pre-vocational skills evaluation. The vocational educator will need to be involved to understand this process. While pre-vocational evaluation is probably accomplished best when staffed by personnel specially trained in that area, the continued and shared assessment of each student's employability characteristics is ever present in each service area of the program and is one in which the student is always deeply involved.

Pre-vocational evaluation is an integral part of the total habilitation process. It provides comprehensive assessment of the student's potential aptitudes and interests prior to any training and placement. It functions to give meaning and direction to curricular efforts as they relate to the program needs of individual students.

What Will Be Evaluated?

1. **Basic Academic Skills Related to Communication, Computation, and Quantification:**

   - **Reading, writing, alphabetizing, self-expression, listening, counting, ability to make serial arrangements by number, measuring length and weight, making change, telling time, etc.**

2. **Skills Related to Work Performance in the Follow-Up Job Activities:**

   - **Assembly and disassembly of gas engines, electrical motors, etc.**
   - **Stitching, threading and operation of sewing machine**
   - **Clerical tasks such as filing, envelope stuffing, sorting, packaging, knotting and tying.**
   - **Custodial tasks**
   - **Recognition and use of basic hand tools**
   - **Landscaping tasks**
   - **Simple preparation of food**
   - **Warehousing tasks**

3. **Personal-Social Skills**

   - **Ability to get along with peers and with those in authority**
   - **Ability to work without constant supervision**
   - **Punctuality and attendance**
   - **Stick-to-itiveness (perserverence)**
   - **Cleanliness, grooming and general appearance**
   - **Courtesy and acceptable manners**

4. **Skills Related to General Work Orientation**

   - **Ability to remember work procedures**
   - **Adherence to safety rules and observance of caution**
   - **Following directions**
   - **Ability to move about the community and use public transportation**
   - **General physical health**
   - **Consumer "sense" (ability to make wise purchases, to understand relationship between work done and money earned.)**
   - **Degree to which student understands relationship between his training potentials, opportunities and eventual placement**
   - **Student's understanding of occupational or job information**

Who Will Evaluate and Where Will It Be Accomplished?

Pre-vocational evaluation can be provided in facilities operated either by the public schools or by a private agency. When carried on in the school, vocational educators have the facilities and the skills necessary to aid in the provision of this assessment. Working in close cooperation with a special education teacher and a vocational rehabilitation counselor, an assessment schedule can be developed with each staff member undertaking specific portions of the process.

Since vocational educators are usually aware of the levels of skills necessary to obtain employment in a specific occupation, they can help to develop precise evaluation tasks. If a boy is to be successful as an auto mechanic, he will be expected to have an interest and aptitude in working with selected tools common to that area. The vocational educator can help to determine if the boy can use these tools or has the potential to learn to use them after a reasonable period of training. Similarly, there is a reading vocabulary associated with each given area. The determination should be made as to the training needed to familiarize the boy with that vocabulary. The resulting training might jointly involve the vocational educator and the special educator.

In any occupation there are personal and work adjustment skills associated with the job. Working cooperatively,the vocational educator, special educator, and rehabilitation counselor can examine the student's present level in relationship to these skills and devise a training plan to remediate any deficiencies.

For some programs for the vocational education of the handicapped it will be feasible to identify a classroom or shop area as a pre-vocational evaluation laboratory where students can be observed and evaluated under formal and controlled conditions. In such a laboratory setting, there is assembled a variety of tools, materials, machines and equipment used to assess eye-hand coordination, perceptual abilities, sorting and size discrimination, use and familiarity with basic hand tools, simple clerical tasks, assembly and disassembly of mechanical devices including varieties of gasoline engines, generators, electric motors, and appliances. Vocational educators are ideally equipped by training to operate

such a facility. In order to more effectively operate such a laboratory, it may be helpful for the vocational education teacher to receive specialized and short term training at such schools as the Institute for the Crippled and Disabled in New York City.

When the pre-vocational evaluation is done outside the school, recommendations for a student will be made to the schools regarding the development of a training plan for him. This plan may include assessment of an individual's potential to be trained in a specific occupational skill.

An Example of Pre-Vocational Evaluation Performed by the School - Detroit Public Schools

The Pre-Vocational Evaluation Laboratory

In the Detroit Public Schools the Special Education Vocational Rehabilitation Program serving handicapped youth, trained vocational evaluators provide with complete staff cooperation, a regular sequence of evaluating, profiling and programming. Much of this assessment is accomplished in an area designed and equipped for this purpose. Students are regularly referred to this laboratory on an individual basis for formal evaluation of varieties of employability characteristics. Equipment common to many occupational areas is present in this area. These include all basic handtools relating to building and automotive trades as well as materials and equipment common to clerical, custodial and health service occupations. Tests and evaluative devices relating to perceptual abilities, sorting, color and size discrimination are also part of the pre-vocational evaluator's equipment. Results of these evaluations are shared with all school staff and form an important part of the total and ongoing assessment out of which the programming and prescriptive teaching evolve.

The Contract Work Shop

Another important source of evaluations of student's employability is provided through the observation of students as they work in the contract workshop. Here, a large area of the school is especially designed and set apart as a simulated small factory setting. There is nothing in this work milieu to suggest school-like characteristics. Handicapped youth are employed here and receive payment for work done. The contract work is of a wide variety and is secured from industry in and around the Detroit area. Much of it relates to the automobile industry and involves assembly and disassembly, inspection, sorting, wiring, soldering, riveting, drilling, deburring and packaging. All students participate in all operations unless specifically excused.

Care is taken to provide handicapped youth with all of the different operations so that each is given an opportunity to develop varieties of manipulative skill and to determine his own levels of competence and work tolerance. An important function of this workshop is to provide for the development of good work habits and acceptable social skills. While these youth readily accept the idea of receiving pay, initially most find it necessary to make drastic changes in their concept of what constitutes work done for this pay. In assembly line operations, the disabled youth quickly learns that satisfactory production and earnings depend upon each worker completing his operation with a degree of rapidity and skill. Youth also learn that an argument or disagreement can affect individual earnings of the entire group. Habits of punctuality and attendance are more rapidly acquired when it becomes apparent to the young worker that tardiness and absence reduce earnings. This is seen to be a strong motivating factor in the youth's development as a worker. The reader's attention, however, is called to the fact that this simulated factory, this work setting, serves as an ideal adjunct to the total pre-vocational effort carried on in the school. The workshop supervisor, a vocational education teacher, regularly supplies the staff with a systematic appraisal of the progress of the job operations to be performed.

The simple instrument used to convey this information consists of the following four point rating scale covering the following four general areas of work adjustment.

1. Performance skills -
   These include dexterity, decision making, remembering procedures and locations, following directions and observance of safety rules.

2. Work Tolerance -
   Considered here are such factors as tolerance for repetitive or monotonous tasks, physical stamina and resistance to fatigue.

3. Time Factors -
   Within this category are such factors as attendance and punctuality, speed and consistency, and the ability to perform several operations within a brief period of time.

4. Social Skills -
   Here the concern is with the degree to which the handicapped youth relates satisfactorily with peers, possesses an acceptable appearance and accepts the authority and direction of the work supervisor.

Job-Try-Outs (Work Experience)

Another major point of work assessment is accomplished by way of a series of job-try-outs assigned to the handicapped youth following his exposure to the contract workshop.

Based upon the findings of a series of concentrated evaluations in given occupational areas, an appropriate job-try-out site or station is chosen by and for the student. Normally requiring 4 weeks for completion,the job-try-out consists of a 4 hour per day, 5 day per week sampling of the nature of a particular occupational area. These job-try-out stations could be in the school or in the community. The job-try-out does not constitute a success-oriented or job-training sequence, but an opportunity for the youth to react, in terms of his interest and aptitude to a particular entry occupation. This also constitutes for most handicapped youth the initial exposure to the real world of work. Prior to beginning the job-try-out the pre-vocational evaluator reviews with the youth and "employer" a description of each disabled youth.

A time for arrival and departure is established. The "employer" is helped to understand the procedure in providing consistent evaluation and supervision of the client assigned,as well as the legal relationships, between the school and the "employer." Youth are often overwhelmed by fears associated with getting to and from the job, of adjusting to the establishment of new personal relationships and of viewing themselves against the background of a real work setting. Both pre-vocational evaluators and counselors make regular visits to the job-try-out site,securing the "employers" evaluation and in regular intervies giving support to the student and his "employer."

An Example of Pre-Vocational Evaluation - Performed by a Private Agency, The Vocational Rehabilitation Center, Pittsburgh, Pa.

This agency provides comprehensive vocational evaluation and adjustment services including testing, pre-vocational work experience, counseling and guidance, casework training, and job placement.

For the past five years, the Vocational Rehabilitation Center has provided pre-vocational evaluation to handicapped secondary students referred by the Pittsburgh Board of Education. These services, provided from the 10th through the 12th grade, are planned to become an integral part of the student's school program. For 26 weeks, one-half school day is spent at the Vocational Rehabilitation Center and the remaining half in the school setting. Joint staff meetings between school, Vocational Rehabilitation Center staff, and rehabilitation personnel from the State agency (Bureau of Vocational Rehabilitation) are held regularly during the evaluation to communicate the recommendations and findings to teachers. This evaluation program is used as a basis for recommending possible future courses of action on behalf of the student. These recommendations typically include such directions as termination of schooling with occupational placement, vocational training, strengthening in communication or computational skills.

One of the major functions of the evaluation services of this private agency is to help the school personnel relate the vocational training needs of the handicapped student to the total school program. Teachers are helped to understand, through the aforementioned staffing, that specific areas of the student's communication skills or computational skills will need remedial attention. It should be noted that the public vocational-technical schools cooperate in providing evaluations in welding and other trade training areas.

ACADEMIC SKILLS

Handicapped youth, particularly those with learning problems, when placed in vocational training areas, frequently discover that the acquiring of a skill is dependent upon a higher level of academic competence than they possess. Such a handicapped student in an auto mechanics class may lack the ability to read the service manual or parts catalog, be unable to understand cubic displacement, or read a vacuum gauge. Likewise, this student in a food service training area may be unable to read recipes or have sufficient computational skill to manage problems in quantity cooking. To a lesser degree other deficits in writing, following directions, speaking, etc. can hinder a young person's success in vocational education.

The academic abilities related to skill acquisition are an integral part of the total program. The single most important concept to be remembered is that traditional concentrations on academic achievement are not required. Students should have functional use of those skills which will be needed to succeed in training. Academic skills are also important to the young person in general life adjustment.

An academic program must be relevant to the individual needs of each young person. A prescriptive approach to academic instruction assures that each person will have the opportunity for a sufficiently general program with specific concentration in areas of greatest deficiency or in an area vital to prospective employment.

The vocational educator can aid in the coordination of programs for handicapped individuals in academic and personal-social areas by cooperation with both the special education teacher and the student. Close liaison can be created through regular planning conferences where the total program for each individual handicapped student is worked out. Both vocational education and special education teachers can exchange information on academic and personal-social progress and plan prescriptive instruction.

Handicapped students with learning problems require considerable individual attention from an instructor in understanding basic concepts in communication, computation, occupational information, and personal-social skills. Teachers and counselors can provide the student with the opportunity to develop the skills which will be required for success in training and later work adjustment.

Communication Skills

Reference is made here generally to those competencies in reading, writing, listening, and speaking. Regarding the development of the handicapped youth's reading skill, teachers begin with the level of skill possessed and provide for improvement, keeping in mind that the primary concern is that youth's growth toward training and employability. It is important, for example, to know whether or not a person can read signs like Stop, Danger, Exit, Men, Women, and other everyday terms.

The individual should be able to recognize key words in application forms, tax withholding forms,and similar materials. There are words which are associated with equipment, instructions, and standards which should be recognized.

Commerically produced instructional materials are rarely as relevant as the teacher may need in specific teaching situations. For this reason, simple and efficient materials can be developed by the teachers as they are needed. These can be supplemented by remedial materials when adapted for use by handicapped individuals. Remedial materials are especially useful where a severe reading handicap exists.

Often young people are challenged and motivated by special interest publications such as *Motor Trend*, *Hot Rod*, *Popular Mechanics* and *Popular Science* for boys and *Glamour*, *Seventeen*, and *Ingenue* for girls. Copies of *Look*, *Life*, *Ebony*, *Reader's Digest* and daily newspapers provide a wealth of valuable teaching material. The state driver training manual, in some states, motivates young people who are at an age where learning to drive is important.

There are many free or inexpensive sources of instructional materials. Many commercial firms (Kraft Foods, Dairymen's Council, Ford, General Motors and others) can supply high interest, low reading level materials. Labor unions similarily provide publications.

Audio-visual materials, when properly used can supplement a program effectively and help to train visual and auditory concentration so vital to learning complicated procedures in many occupational areas. Speaking skills can be developed through the use of tape recorders.

Speaking and listening skills are also taught through the use of group discussions and role playing situations. Topics should be chosen which are relevant to each person's experiences, either of an occupational or social nature.

Computational and Quantitative Skills

As in the development of communications skills, efforts to develop computational skills are vocationally oriented. In addition to those skills needed for a specific vocational area, students are taught to understand the computation of pay checks, and the deductions which are necessary. In addition, students need to manage some of the computational problems relating to social security, pensions, income tax, and insurance deductions.

Students should acquire the basic skills necessary for wise purchasing, budgeting, and financing. Young people are taught to save part of their income and should be familiar with banking procedures.

When students enter evaluation or training, both the level of performance and potential is assessed to assure that they possess computational proficiencies consistent with the level of aspiration and that appropriate remediation is made available.

Probably the most important arithmetic concepts associated with vocational education involve the ability to understand and use quantitative measures. These are among the most difficult abstractions for handicapped youth with learning disabilities. For this reason special attention is given to preparing the individual who must work with quantitative concepts. Special education teachers try to introduce quantitative concepts early in the child's school experience. From simple counting exercises, the individual is involved in tasks of increasing complexity with concentrations on knowledge relevant to daily living and potential occupational areas.

When assessing a handicapped youth's potential in a specific vocational area, the ability to work with quantities is given careful attention. Very often the individual can learn to deal with quantities, using contrived systems to make up for an inability in a specific area.

Where it occurs that a special education teacher may lack practical and work oriented experience necessary for the application of quantitative concepts, the vocational educator' may wish to assist in order to assure relevance.

Occupational Information and Civic Responsibility

This academic area offers the student an opportunity to become acquainted with varieties of occupations and his level of training as well as the rights and responsibilities of a citizen.

Using a "classroom in the community" concept, teachers and students regularly tour many places of employment in business, industry, institutions, government, etc. providing handicapped youth with a first hand exposure to the nature of a particular job setting. This allows the youth to view himself against the background of that work situation and to become familiar with the surroundings. It gives opportunity for handicapped youths to interview employers and employees and upon return to the school setting to engage in group discussion which results in aiding the youth in gaining more realistic self-evaluation and in achieving stronger goal orientation. Vocational educators can play an important role here in the selection of job site visits and in conducting group discussions both prior to and following the trips.

Extensive use of role playing is used to advantage particularly in practicing employment interviews, or in simulated discussions and conflicts between worker and foreman or between union steward and employer. Selected personnel can be brought into the classroom representing labor unions, employment service, insurance companies, social security administration, and vocational rehabilitation and invited to inform handicapped youth and discuss with them the rights and responsibilities of worker-citizens. Parents and other handicapped students can be profitably involved in vocational education programs as models and participants.

It is most necessary that these disabled students gain an understanding of the functions of our democracy and particularly an understanding of their civic duties and privileges. This is an area of study which can be reasonably and efficiently managed as a part of occupational information instruction.

Personal and Social Skills

Students can be helped through personal counseling and group discussion and the use of visual and other aids to a greater understanding of how employers expect their employees to be dressed and groomed. Beyond employer acceptance, good personal grooming habits are an asset to the self-concept of the individual. Instruction is given in the use of personal grooming aids, sewing, mending, and styling.

In addition to grooming, these young people need to understand the need for proper etiquette and personal behavior. Role playing, group discussions, and film strips can be effective teaching devices. These students need to be aware of appropriate conduct in public places. This can most adequately be taught through repeated exposures to varieties of social experiences in the community as well as in the school.

Handicapped students are often unaware of resources in their home communities which they might use for recreational purposes. This information needs to be made readily available to students through the school program.

Home and Family Living

There are many skills related to home and family which are incorporated into the school curriculum. These include domestic activities, budgeting, purchasing, and child care. In addition to instruction, these students often require guidance to resolve problems as they occur.

Skill Training

We have considered program services which provide employability training, accompanied by intensive and continued pre-vocational evaluation. Basic work skills were provided, as in the Detroit program, through paid work experience in a simulated factory setting. The series of job-try-outs provided further evaluation and employability training. Frequently these job-try-outs were provided in the school itself, as seen in the Oakland program. The reader's attention has been called to the fact that the academic portion of the

program has depended for its content on teaching prescriptions provided by total school staff. We have noted that the academic content consistently relates to the work world and to the development of acceptable employability characteristics on the part of the handicapped youth. Reference has been made to the strong role the vocational educator plays in this pre-vocational, employability training phase as the youth is readied for specific skill training.

We shall now consider some guidelines for the vocational educator as he trains the handicapped youth for employment.

1. **Train for the acquisition of basic employability characteristics.**
2. **Provide the academic teachers with information about the needs in academic skills as they relate to a specific vocational training area.**
3. **Train at a level of competency which matches the youth's potential.**
4. **Train in an area where the student can master a skill which is saleable.**
5. **Where possible, combine training in the school with on-the-job training.**
6. **Be prepared to provide for shorter instructional periods and for longer total time for course completion.**
7. **Be prepared to repeat segments of instruction, particularly for those students who possess learning handicaps.**
8. **Make provision for individualized instruction.**
9. **Utilize demonstration lessons and manipulative endeavor in the case of handicapped students with learning disabilities.**
10. **Provide for frequent reinforcements of student's progress in learning situations.**
11. **Make certain to treat all aspects of a learning situation; never take for granted the occurrence of incidental learning.**
12. **Place great emphasis upon safety procedures and caution in the use of tools and equipment.**
13. **Ensure an emotionally stable and predictable training environment.**
14. **Make copious use of the pre-vocational evaluation and the vocational counselor's support.**

We are ready at this point to focus on that portion of the program which deals with the provision of specific skill training.

An example of Skill Training - The Detroit Special Education Vocational Rehabilitation Program

In the Detroit program a training and placement counselor, working in concert with the pre-vocational evaluator, rehabilitation counselor and student, selects for the youth either a vocational training school placement or an on-the-job training station. Employer-trainers in the community who agree to train students are helped by the placement counselor to understand the characteristics and needs of individual trainees. This placement counselor interprets to the trainer special needs related to the student's physical handicaps or perhaps to a reading disability which might limit functioning in a particular segment of the job training. The trainer receives a training kit which includes a description of the school program goals, the trainee's payroll* schedule, a time report and a training progress report. During the initial weeks (total training time 13 to 20 weeks) this placement counselor visits weekly with the trainee and his trainer, reviewing progress and helping to solve problems expressed by either party.

The average daily OJT schedule consists of a 4 hour work day, 5 days each week for 13 to 20 weeks. During this period trainees return to the school for employment counseling which is provided by the placement counselor.

In the case of trainees assigned to a vocational school program, the placement counselor, again with the support of pre-vocational evaluator and rehabilitation counselor, selects the appropriate facility, establishes a working relationship with the school staff, and regularly evaluates with them the progress of the student.

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*Money which is received by the student is interpreted not as earned money but as a maintenance fee covering cost relating to food, transportation, etc.

Placement

Throughout the training sequence, the goal of job placement in the community should be considered. The student is being prepared to take a job which is consistent with the training received, personal interests, and with an opportunity for advancement. Since the placement coordinator has been deeply involved in the total sequence of the program, the student's needs and potentials are familiar to him when the time for job placement arrives.

When a student is being considered for placement, several steps may be taken. First, the student's cumulative record is evaluated. This record will include all of the information which has been gained through pre-vocational evaluations and the training sequence. Second, prospective jobs are profiled, listing all requirements for the job. This profile is very specific, so that the individual and the job can be compared. The student plays an important part in the decision-making process to assure that the job is acceptable.

Various resources are available to aid the process of finding a job which is appropriate. The Bureau of Vocational Rehabilitation has resources available to assist. The State employment agency in most states has at least one person charged with the responsibility of arranging job placements for the handicapped.

Job placement for the handicapped in the community requires the selection of employers who will accept disabled youth. Careful consideration should be given to all variables which might affect success. The young person is told what is expected and should have a desire to take the job. Similarly, the prospective employer and his staff are given a profile of the person's potentials and should be willing to work closely with the person, the placement coordinator, and other personnel. The family is constantly involved and their willingness to accept the placement is obtained.

Knowing what a job is about entails considerably more than just understanding the specific tasks to be performed. Hopefully, the young person possesses sufficient skill to get to and from work, to work with others, to work under supervision, and other related skills. The placement coordinator works with the handicapped student to relate specifically to the new job. If the employer has an orientation program for new employees, the placement coordinator should be prepared to interpret it for his new student-worker. Where none exists, the placement coordinator and the employer should work out an individual orientation sequence.

Whenever possible, the employer should take special care to demonstrate all details of the new job prior to placement. This reinforcement is often reassuring to the student. Following the demonstration the student may be given an opportunity to perform the tasks involved. This will serve to reinforce the student's self-confidence.

The student is familiarized with those parts of the physical plant in which he will work. The handicapped student should know the location of the lunchroom, the rest rooms, the payroll office, the medical section and other facilities. It should not be assumed that most handicapped persons will learn these things incidentially. They may be shy, embarrassed, or not even knowledgeable that certain facilities or services are provided.

When the student is introduced to co-workers, the personal dignity of the individual must be maintained. Co-workers may be either helpful or hostile to the handicapped worker, depending often on the manner in which the new worker is introduced. The very fact that a third person (the placement coordinator) is present, indicates that this person is unique.

Follow-Up

The job of the educator and of the vocational rehabilitation counselor does not terminate with the placement of a handicapped youth. This phase of the total sequence is so vital that some authorities look upon the early months of placement as an extension of the training program. The placement coordinator attempts to anticipate problems before a situation becomes bad enough to be irreversible. As with the evaluation and training sequence, follow-up is a team process involving the former student, the parents, the employer, and the school. These individuals, working together, can solve problems before they grow and steps can be taken to remediate deficiencies.

The vocational educator can profit from keeping abreast of the follow-up efforts. Since the objective of vocational education is employment in a job consistent with training, the vocational educator will want to see how the alumni of the program adjust. The feedback from the follow-up program will be used to modify programs to reduce deficiencies. This is especially true as the vocational educator seeks to serve the handicapped. Further training may even be indicated and the opportunity provided.

PROVIDING SERVICES IN RURAL AREAS

Small communities, removed from proximity to large urban areas with their multiplicity of available services, are faced with compound problems as they try to provide vocational services for the handicapped. The four most prominent problems concern the sparsity of the handicapped population, transportation, placement opportunities, and the availability of resources.

Once a rural school district has committed itself to vocational education, it sets about the task of making those decisions necessary for program implementation.

1. **How will the services be organized?**
2. **What programs will be offered?**
3. **What students will be served?**
4. **What will be the sequence of service to a student?**

Each of these decisions is based on a realistic appraisal of local needs and goals. Often the decision-making process involves school personnel, civic leaders, representatives of business and industry, and others who can contribute ideas and information.

Unfortunately, these committees may not include a special educator or a vocational rehabilitation counselor. This is not unusual, since in some rural districts special education might exist as the part-time responsibility of a staff member and the vocational rehabilitation counselor operates out of a district office located in a metropolitan area, removed from the area by some distance.

However, if the program is to consider the needs of the handicapped, these professionals should be sought out early and their advice and counsel carefully considered. Once programs are

in operation, the difficulty of effectively serving the handicapped increases. Those planning the programs should be made aware of the needs of this population, and convinced that it should be served, before the plans reach the stage of implementation.

As in more populated areas, the educable mentally retarded will form the largest single block of the handicapped. Since special education is often not well developed in rural areas, there is a great likelihood that many such youngsters will be found in the regular grades, in trouble in their course work and in danger of dropping out of school. Most of these students will be functioning as anonymous, if somewhat troublesome, members of the student body at large. If they are taken into vocational education without proper evaluation, they may possibly experience failure there also.

It is incumbent upon special education, vocational education, and vocational rehabilitation to coordinate their efforts to identify those persons who may be suspected of possessing some disability, and arranging for a thorough examination by the school psychologist, vocational rehabilitation counselor, or another appropriate source. Once eligibility for service is determined, the vocational rehabilitation counselor arranges for a complete pre-vocational evaluation. The identification process requires that the available records of all students be examined by the counselors, psychologist, special education administrator, vocational rehabilitation counselor, pupil personnel representatives, or others who could be expected to have knowledge about the existence of persons with handicapping conditions. The important consideration is not specifically how the search is accomplished, but rather that it is not left to chance.

Once the vocational rehabilitation counselor accepts a student as being eligible, the next step involves deciding on how best to secure a pre-vocational evaluation. The two most plausible alternatives are to have the evaluation done by the schools or to contract an agency in the nearest city, having the person go to the agency and live in housing arranged by the agency. Wherever possible, the former is desirable, as the individual can remain in his home and can continue to take part in others areas of the regular program.

If this alternative is chosen, school personnel representing vocational education and special education can cooperate in the establishment of a pre-vocational education laboratory. In another section of this document the components of the program have been outlined. The resources of the vocational education departments of the school could provide the setting for the evaluation, with representatives of both departments cooperating in supervision and administration. Following the evaluation, representatives of both departments can meet with the vocational rehabilitation counselor to develop a training plan.

In some cases, this training plan may include participation in vocational education as a full-time student. In other cases, the student may remain in special education and only participate minimally in vocational education at a pre-vocational exploratory level. A third possibility may be removal from school entirely for participation in a non-school related training program.

Some adjoining school districts may find that the most efficient plan for the implementation of services is to combine their services in a regional vocational education center. This will not essentially change the pattern which has been outlined, but it does create problems of management. In a regional setup, the vocational educator cannot participate as actively in the case finding process. Similarly the problems of coordination of efforts increases significantly. When this is the case, the means must be found (possibly through financial support from vocational rehabilitation or under the 1968 Amendments to the Vocational Education Act) to plan a pre-vocational evaluation in the regional center. The cost of this service might be partially borne by the cooperating school districts. In lieu of this, a member of the regional school center staff might receive training in pre-vocational evaluation and serve in the capacity of an evaluator.

One specific example of a way in which rural school districts can provide upgraded services to students in schools which are geographically dispersed is through the use of a mobile evaluation laboratory. The Champaign, Illinois public schools operate such a facility.

The MOVEX Laboratory, Champaign, Illinois*

The MOVEX (mobile vocational experience) laboratory is a large van, containing a complete assortment of offset print-shop equipment (very much like the other workroom). It's air conditioned and heated. Its electrical system can be plugged into outlets at schools.

The MOVEX program is designed to keep handicapped youths from dropping out of school by offering them a better model for a job than that to which they are customarily exposed. The students are given early and intensive work experience in the field of visual communications, an area they would generally not consider a potential job source.

The program is available to junior and senior high school students who are considered disadvantaged. The MOVEX vehicle was delivered to the district last spring and 18 youngsters used it. It is now in full use. The vehicle is usually driven to the two high schools and three junior high schools every day. Participating pupils use its facilities during class hours for work experience credit. Often, they work in it at night, when it is parked outside the offices of the special services department.

Such a laboratory might also house a portion of a prevocational laboratory or many other types of vocational experience. The Division of Vocational Rehabilitation can support the cost of such a laboratory for use by handicapped students.

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COMMUNITY INVOLVEMENT IN VOCATIONAL EDUCATION SERVICES FOR THE HANDICAPPED

The success of handicapped persons in making the transition from school to the world of work very often depends on the extent to which the people around them accept and understand the special adjustment problems they face. Parents, prospective employers, resource agencies, and the student's peers must smooth the path at appropriate points and not pose unnecessary obstacles to vocational adjustment.

The community is made up of individuals, families, groups, and organizations which have planned or incidental contact with handicapped persons to the extent that they influence the course of their lives. In one typical work-study program, a bus driver for a public transportation company was so unpleasant with his handicapped riders that their absenteeism was measurably increased. This incidental contact had a demonstrable effect on students at a critical point in their training.

The Family

One common example of an unnecessary obstacle involves families whose vocational schedules may conflict with the handicapped student's training or employment. Consequently, the student may be forced to choose between his training or employment and the natural desire to vacation with the family. Frequently, this problem can be solved through parent counseling and by parent involvement in total program development.

In order of priority, the family will have the most direct influence on the adjustment of a handicapped younster. The staff, especially the counselor, can contact the family early and assure at least their cooperation in the decision-making process. Hopefully beyond this, their active participation can be obtained. Parents can

help their youngsters learn to use public transportation, to effectively spend and save their wages, and to make constructive use of leisure time.

Staff members often find that they must first prepare the parents for these major steps before the staff can work with the student. As an example, if parents reject the notion of their youngster using public transportation, the counselor might work individually with the family and bring them into contact with other families who have resolved this situation satisfactorily. Staff, working with the families of handicapped youngsters, might bear in mind that parents may not have had the opportunity to objectively formulate their goals and their strategies for preparing their youngsters for post-school adjustment. The staff should stress that the ultimate goal of training is vocational adjustment. The parents' sources of information may vary from qualified professional assistance to the friendly advice of well meaning neighbors. Parents are typically confused and possibly even bitter. For this reason, extreme care should be exercised to remove their anxieties and to offer supportive counseling.

Advisory Committees

Parents can serve as useful members of a program advisory committee. While the responsibility and authority for program implementation rests with staff members, some fine ideas may result from parent involvement. Parents can assist staff members in informing other parents and the larger community of program innovations. Besides parents, such committees should also consist of other interested and responsible local people such as civic leaders, clergy, and business and labor leaders who can help assure relevance of the program to local needs and to offer bridges of communication between the program and the community.

Organizations concerned with the Handicapped

Parents of the handicapped have in most parts of the country formed branch chapters of national organizations. These groups, primarily concerned with a specific handicapping condition, have rendered invaluable service at the local, State, and national levels. Through their efforts they have made material available which describes the needs and characteristics of handicapped persons, and which promotes their cause to business, industry, and labor. These parent groups also sponsor sheltered workshops for employment and training of the handicapped, recreational activities, and other needed services.

In addition, professionals who are concerned about the handicapped have joined together for many of the same purposes. These professional organizations publish journals which practitioners find helpful. Vocational educators can profit from involvement in these parent and professional organizations serving the handicapped.

The Business and Labor Communities

Those in the community who are most able and willing to help with the handicapped often need reliable sources of information about the handicapped. For this reason, high priority should be given to dissemination of such information about the handicapped. Professionals working toward the preparation of the handicapped for employment can make presentations of their programs to clubs and organizations, to personnel managers and supervisors and employers.

When programs are organized, the counsel of the business and labor communities should be sought. Utilizing such advice of business and labor leaders will assure relevance to present and future community needs. When an occupation becomes obsolete, or when attitudes toward the handicapped filling particular positions are negative, then appropriate modifications need to be taken. For example, some of the mentally retarded can be trained as key punch operators and when given proper preparation, they can be as rapid and reliable as the non-handicapped.

In some instances, unrealistic entry barriers or resistant supervisors have unnecessarily restricted work opportunities. When this is the case, appropriate orientation programs might be undertaken to assist employees to understand the potentials and limitations of the handicapped people involved.

The Communication Media

The communications media are an essential component of community involvement in a program. When the needs and potentials of the handicapped are presented, the probability of community attention to this population can be increased. Newspapers and radio-TV are often quite responsive to this type of "human interest" features. When these media are used it should be remembered that one program cannot modify the attitudes of significant numbers of people. For this reason care should be taken to avoid generalizations about handicapped persons which will do little to serve the desired purpose of the program. For example, it should be pointed out that all mentally retarded are not alike. They are as different as people in the general population. The public, and especially employers, should not be led to believe that they can predict the success or failure of any single retarded worker.

Site Visits

Many places of employment will be willing to provide the opportunity for site visits for trainees. The most profitable trips will be those where the student will be able to encounter wide ranges of occupations. Discussion sessions can be arranged with supervisors and workers who can share information about their particular work assignment. When these trips are planned parts of the total program, staff members will wish to coordinate the planning with appropriate personnel at the site.

Recreational Facilities

There are many recreational facilities which can be effectively used by the handicapped. Service clubs and organizations in some communities have established programs which are specifically designed for the handicapped. Public agencies and facilities such as libraries and recreation departments of many communities offer opportunities for the use of leisure time.

There are camps for the handicapped operated by parent and professional organizations which offer a wide variety of programs. These groups also offer a range of other activities for the handicapped. There are some bowling alleys and swimming pools which have made special accommodations for the handicapped.

In most communities business establishments which specialize in recreational activities, can arrange for groups of students to be

tutored in skills which will enrich their non-working hours and increase the probability of satisfaction with their post-school life. Since the primary purpose of any vocational preparation program is employment, the social activities should serve as an adjunct and be conducted after normal working hours.

CONSIDERATIONS IN PLANNING VOCATIONAL EDUCATION FOR THE HEARING IMPAIRED

Planning instructional programs for hearing impaired young people should be approached carefully and systematically. A well coordinated and comprehensive plan is necessary in order to provide for a number of existing differences: (1) in the degree of hearing loss encountered among these young people and in its handicapping effect; (2) in the numbers of hearing impaired students in the community; (3) in the availability of existing resources; and (4) in the possibilities of developing new programs and new cooperative arrangements. Once these considerations can be managed, the over-all objectives for hearing impaired students remain very similar to those for the hearing students--including economic independence, community involvement, marriage, and family participation, and other commonly held aspirations. It is particularly encouraging to remember that these hearing-impaired students, ranging from mildly hard of hearing to something approaching total deafness, can and usually do achieve these goals. In fact, of all handicapping conditions, hearing impairment probably interferes least with the individual's independent participation in society. The degree of this independence, however, results from very careful instructional planning.

Effects of Hearing Losses. In very general terms, hearing losses can be separated into those indicating a conductive loss and those evidencing a sensori-neural loss. In the first case, a number of treatments are available which may resolve the hearing loss entirely. For the rest of the students, appropriate amplification (a hearing aid) and classroom seating which permits visual contact with the teacher should allow satisfactory progress.

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On the other hand, sensori-neural losses are rarely remediated through medical processes and present a different picture, a problem which is not resolved by amplification alone. With this type of loss, the ear tends to distort the sound it receives much the way a poorly tuned radio station distorts sound to the normal ear. That is, a noise is heard but it is so distorted that no message is intelligible. Of course, in extreme cases of deafness even the noise is not perceived. In these more serious hearing losses, an additional educational handicap results which is particularly affected by the age of the child when the loss occurred. A young person who has lost his hearing as a teenager may go through a rather traumatic adjustment period, but he does have access to normal speech and language development. This means that the modifications in instructional procedures can be minimized. A child whose hearing loss dates from early childhood, however, must rely on special tutoring, special language stimulation, and direct feedback from his teacher, parents and others in order to gain information about his environment. He is learning a language he cannot hear. He is also required to perform in school with a language which he understands only fragmentally. Fortunately, many young deaf people are able to overcome this problem and perform rather adequately, assuming that they have received expert instruction. In establishing a program for such instruction, all the preceding factors - the degree of hearing loss, the time of onset, and the relative handicapping effect - must be carefully balanced.

Population Density. For the incidence of deaf young people (with roughly 60 db losses or greater), one national estimate would place a projection of 7 per thousand. Although the actual figure may well be closer to 1 percent of the total school-age population, the relatively small size of this percentage indicates that smaller communities should be very cautious about starting "one room school houses" - one class emergency-type programs - for deaf children. In the first place, the age spread of these children is usually too great to allow for meaningful grouping in the smaller school, so that such a class for the deaf may include 7 students ranging from age 6 to age 14. In addition, vocational orientation and training should follow from a carefully planned program of study in English, life adjustment, arithmetic and related areas; and, for deaf students, the vocational preparation must be carefully built upon this educational-language background. Such a program requires specialized personnel and facilities which are usually available only in the larger community.

Given a proper background in the language-related areas, deaf young people should be able to perform in a very wide range of occupations including such areas as electronics, dentistry, business and printing. In order to provide the specialized support essential for the deaf student to maximally develop his skills and to utilize them within the broader community, it is frequently necessary to set up programs on an inter-community, regional or state basis.

Existing Resources. Educational and vocational resources for both the hard of hearing and the deaf students have increased greatly in the last few years. The Rehabilitation Services Administration, the Office of Education, State governmental agencies, and more recently the Vocational Education Amendments of 1968, have given a considerable boost to an already increasing momentum.

During the high school years, prevocational experiences are available in most day and residential programs for the deaf. It would, therefore, seem logical to provide additional support to these programs before contemplating an entirely new program. Even if a new program is being considered, it should be closely articulated with the existing programs in order to provide some reasonable continuity. Specialized or more advanced training in the vocational areas would readily be encouraged by all administrators of schools for deaf children as long as these new programs were well conceived and staffed with sufficient numbers of people who understood the problems of deafness. At the present, schools and classes designed for deaf students include some, but limited, vocational experience. In many instances, graduates of these programs are able to go on to more advanced programs with hearing students by obtaining support from the instructor directly. In other cases, a tutor or interpretor fills the gap. For the more talented deaf student, programs are available in regional technical-vocational centers located in New Orleans, St. Paul, and Seattle. Full four year college programs are available at Gallaudet College in Washington, D.C. and the Rochester Institute of Technology in New York State. Among the particularly talented deaf students (especially those skilled in language, lipreading, and speech), progress through colleges not specifically geared for deaf students has been possible. In more instances, progress through trade-technical training has been possible with only a minimum amount of specialized support.

New Programs and Arrangements. As previously suggested, the relatively low numbers of deaf students in separate communities encourages the extension and development of existing programs. In the case of a small day school for deaf children this might mean the employment of tutor-instructors in order to assure optimum integration of the deaf student in classes for hearing students. In a similar sense, large residential schools for the deaf need both improvements in the present vocational programs and extension of these programs into the working community. In other words, schools can provide a considerable amount of technical information, but they still need additional support from the community in terms of on-the-job training, supplementary vocational training, and adjustment to the world of work. For deaf students, planning for the actual contact with the business world is of critical importance since the face-to-face visual orientation of the deaf individual with his potential employer is the most effective way of bringing the classroom to the business world. This program can be planned into the regular school year as long as highly competent experts in deafness are available to the deaf student. No one plan will meet the needs of all deaf students or of all communities. Therefore, new programs and arrangements should be developed through a group of participants from the school, industry, training facilities, and other community and governmental agencies. This plan should fit the community both in terms of the deaf person's potential and of the employment condition within the region.

In conclusion, the social and economic objectives for the deaf student do not differ in essence from those of hearing students. The differences become one of making the same opportunities available to these students that are available to the hearing. This may mean extra time and specialized techniques, but the careful development of this potential can pay off in considerable benefits for the deaf individual and for the larger community. The importance of a well thought out, coordinated program in the schools is the critical link between the deaf individual and his full participation in the larger society.

CONSIDERATIONS IN PLANNING VOCATIONAL EDUCATION FOR THE VISUALLY IMPAIRED

There are two major considerations in planning vocational education services for the visually handicapped (blind or partially seeing). The first consideration concerns the visual functioning of the individual. Even though a student may require braille for reading, he may be able to use his residual vision to function in a vocational setting. A partially sighted student may have little or no difficulty in a vocational setting depending upon his visual ability as well as other individual characteristics.

When a vocational training plan is developed, all those concerned should be aware that the student's potential is not entirely determined by his visual deficiency. Just because the child is blind or partially seeing does not mean that he cannot respond to regular vocational training.

Sometimes the student can assist the teacher in an interpretation of his ability. While this is not always possible, the teacher should be aware of the fact that some students have had sufficient experience to add considerable insight to the evaluation process.

The second condition relates to the task which is to be done. Some tasks which are normally performed visually can be done tactually, or by utilizing the little residual vision of the individual. Some jobs can be physically adapted while others will require no modifications for the visually handicapped.

***Written by Dr. Ralph L. Peabody, Associate Professor, Department of Special Education and Rehabilitation, University of Pittsburgh, Pittsburgh, Pennsylvania.**

The teacher can obtain professional advice on task analysis and modification by consulting local rehabilitation agencies and other programs for the visually handicapped. In some states, a separate Bureau for the Blind replaces the Division of Vocational Rehabilitation as the agency concerned with the visually impaired.

Closely associated with the tasks to be performed is the environment. Proper lighting and acoustical treatment can facilitate job performance by the visually handicapped. Each area to be used by this population should be analyzed for safety features. The vocational education teacher can gain assistance from a teacher of the visually impaired, an orientation and mobility specialist, or a rehabilitation counselor.

The Association for the Education of the Visually Handicapped and the American Association of Workers for the Blind and the Library of Congress, Division for the Blind and Physically Handicapped are sources of information regarding vocational training of the visually handicapped.

The visually handicapped have proven themselves extremely competent in a large variety of vocational pursuits. The variety of successful vocational placements has been as varied as the individual capabilities of the visually handicapped person. All vocational education programs presently have potentiality for inclusion of visually handicapped students. The vocational plans for individual students will be very dependent upon the imagination, understanding, and sensitive observation of the professional educators involved.

CONSIDERATIONS IN PLANNING VOCATIONAL EDUCATION FOR THE PHYSICALLY HANDICAPPED

Vocational training for the physically handicapped does not differ in form drastically from programs for the other students. Most physically handicapped students can receive training in programs where they are integrated with the non-handicapped. An exception to this might be the student with severe cerebral palsy.

There are several groups of the physically handicapped which profit from vocational education training. Some of the more prevalent physical disabilities characterizing students in such programs are muscular dystrophy, spina bifida, osteogenesis, congenital deficiencies, amputees, spinal cord injuries, and students with cardiac problems. Rather than describe these conditions in detail we can point out that the teacher should be aware that these students may also have perceptual difficulties which could affect their rate of work and could cause safety problems in a shop. On the whole, these students can be expected to possess at or near normal intelligence. For most, their potential is in job areas which require only the use of upper extremities. Examples include clerical work, bench work, machine operation, and data processing.

The severely cerebral palsied student is multiply handicapped. Probably over 80% of these persons (1) have involvement in all four extremities, (2) are confined to a wheelchair, (3) have identifiable speech problems, and (4) have perceptual difficulties.

Severely cerebral palsied students may find employment in extended employment workshops; few enter competitive employment. In a sheltered workshop they can be paid at rates which are appropriate to their ability.

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*Written by Richard M. Switzer, Headmaster, Human Resources School, Albertson, New York.

Unless the numbers of physically handicapped students warrant staff therapists, occupational therapists and physical therapists should be retained as program consultants. If a vocational education teacher can learn to understand a disability, his creativity should enable him to make the needed modifications usually done by a therapist. As the vocational education teacher begins to prepare a physically handicapped person, he may seek consultation from an occupational therapist or a physical therapist. The program should also employ a physician as a consultant. A qualified doctor of physical medicine will be invaluable as a consultant to the program.

The staff needs in vocational education programs which involve the physically handicapped are not very different from other vocational education programs. The vocational education teacher can expand his skills in dealing with this group through field or in-service experience, and by observing occupational therapists for short periods. Occupational therapists are trained to work on small muscle activities to enable the individual to master the "activities of daily living," such as eating, dressing, toileting, and shaving. Occupational therapists analyze an individual's level of muscular functioning to decide what an individual can or cannot do. They also develop specialized training programs. Occupational therapists are skilled at developing devices to facilitate the acquisition of a skill which the individual could not attain without such a device. Vocational education instructors may profit from observing these modifications. These observations can be valuable when adapting tools or machinery to the needs of the physically handicapped.

The training program for the physically handicapped can be compatible with that for all other students. A detailed pre-vocational evaluation should involve exposure to all areas which might offer potential employment. These will normally tend to be in two broad categories, clerical and industrial. The clerical field can include a wide range of tasks from operating adding machines through complicated data processing programming. As data processing expands it is possible that even a homebound person might be gainfully employed as a programmer. The banking field offers a wide range of clerical opportunities for the physically handicapped.

Industrial training will usually require modifications to the tools and machines to be used by the students. A great many employment opportunities exist in electronics, appliance manufacturing and repair, and similar fields. An occupational therapist or a rehabilitation counselor should be able to assist the vocational educator and the employer in modifying equipment, both in training and later on the job, to fit the needs of the physically handicapped.

The teacher should be sure that necessary tools and equipment are modified to fit individual specifications. In addition to local consultation, the teacher may wish to consult one of the following organizations:

Institute of Rehabilitation Medicine
400 E. 34th Street
New York, N.Y.

Institute for the Crippled and Disabled
400 First Avenue
New York, N.Y.

National Society for Crippled Children and Adults
2023 West Ogden Avenue
Chicago, Illinois

There are a few special considerations to be observed in training the physically handicapped. It is important to be cautious of architectural barriers in the shop and throughout the building. The student should have easy access to facilities such as the lunchroom, lavatories, and lockers.

If the student has been homebound for any period of time, there may be gross gaps in his academic learning. For example, the student may be able to read, but not be able to read a ruler because of limited past experience. These students will require special remedial academic attention. For some students, long periods of inactivity at home or in a hospital may result in depressed intellectual functioning. Teachers, evaluators, and counselors should be cautioned against underestimating the student's potentials when that student has been confined for any length of time.

The physically handicapped student may be socially immature. Often these individuals have been sheltered and may not be able to make adequate social adjustments. Such students may require considerable encouragement.

The vocational education teacher needs to be aware that the Division of Vocational Rehabilitation can cover the cost of the modifications necessary to fit a program to a specific student.

PERSONNEL

INTRODUCTION

The focus of this report has been on improving programs to meet the future vocational education needs of the handicapped. But experience teaches that even the best of programs are dependent on quality of personnel available to conduct them. A trained and dedicated staff provides the dynamism essential to assure a continuation of high standards of quality.

The term "personnel" encompasses all persons involved in the planning, operation, or evaluation of the vocational education program. The personnel necessary for the vocational education of the handicapped may include teachers, administrators, counselors, supervisors, social workers, paraprofessionals and all others whose performance is required to operate a quality program. While the attention of this section will focus on local and State level personnel, the same general standards of professional quality apply at the national level.

This discussion of the topic of personnel focuses on three broad descriptive dimensions. While more detail will be forthcoming, for the present the headings are Personnel Preparation, Personnel Utilization, and Personnel Interactions. These dimensions have been chosen to emphasize the relationships that exist on this subject in time, cost, manpower, and inter-disciplinary cooperation. All of these variables require careful examination by professionals as they grapple with the problems of providing the people to staff vocational training programs which can be meaningful to the handicapped.

PERSONNEL PREPARATION

Personnel preparation calls for leadership in vocational training to initiate trends which will be most effective in the years ahead, rather than at present. There are three distinct levels at which personnel preparation must be discussed. These are pre-service training, in-service training, and staff development.

Pre-Service Training

For many reasons the preoccupation of special educators through the years has been on early education, usually at the primary and intermediate levels. Course work has centered on the introduction of tool subjects and social skills to young handicapped students. Attention that might have been given to vocational preparation was often absent. Vocational rehabilitation counselor training programs have, in the past, concentrated on the older worker who has been employed, suffered physical or mental damage, and now requires counseling and therapy to re-enter the world of work as a contributing member of society. Such training programs hardly apply to the handicapped youngster who is about to leave school at a chronological age often lower than his non-handicapped peer, but lacking the physical or mental capacity to compete as an equal. Vocational education training programs frequently have not offered potential instructors opportunities to learn about the needs of the handicapped.

Pre-service training programs in all three fields can provide a substantial service to teachers preparing to work with adolescent handicapped by expanding their programming to incorporate the needs of this group. This might be accomplished through course work, practicums, student teaching, and internships focused on this group. Since all three fields are to be expected to cooperate for effective service at the community level, it would not seem unreasonable to assume that joint efforts could be undertaken at the college or university level. Students might be given training and exposure in all three fields through experiences conducted jointly by the faculties. While the student might continue to major in one speciality, a breadth of understanding could be obtained which would serve him well as a practitioner.

Some of the common elements which should be included in projected teacher training programs to make them relevant have been pointed out by Johnson.*

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*G. Orville Johnson. "Report of Interdisciplinary Workshop for Special Education and Vocational Education Teachers," The Center for Vocational and Technical Education, The Ohio State University.

Broad general areas to be considered in personnel preparation:

(a) The type of vocational education program that is feasible for the handicapped student is based upon his personal characteristics as well as his potential for work success as far as the areas of academic and psychomotor skills are concerned.

(b) Provisions must be made to train the personnel to consider the various behavioral aspects of the students, not just the narrow learning of academic skills.

(c) Personnel must be taught to identify the specific vocational experiences that will be of the greatest value to the individual student.

(d) Personnel must be prepared to make the best use of existing facilities and where possible, change or add to inadequate facilities.

(e) Sequential planning must be done in order to provide a systematic developmental approach to the instructional program.

(f) Personnel should be trained to utilize labor and industry in the program in order to effectively integrate within the educational team the community services and employment opportunities, that are and will be available to the students.

(g) Universities should be familiarized with the programs as they are developing so that they will be training educational personnel both in special education as well as in vocational education who are able to work in a cooperative, team approach.

(h) Specialists in the areas of education, rehabilitation counseling, federal and/or State employment agencies, social work, school psychology, sheltered workshops, and school administration are potential resource personnel to the teachers and the program in planning and implementing ways and means of achieving the various objectives of the programs.

(i) The need exists for a prescriptive approach to instruction in conjunction with determining the specific characteristics of the handicapped as well as the specific education objectives for each one of the handicapped.

One level where pre-service training is generally weakest is in supervision. A good supervisor offers necessary leadership to an instructional program in curriculum development, materials preparation and distribution, in-service education, and other important aspects of the total service. The supervisor often brings together isolated parts of a program and facilitates team work.

Regardless of the level of task performance within an organization, it is becoming increasingly evident that a staff member can no longer attach himself to one component of the educational program to the exclusion of all others. Workers are most effective when they understand the total system for which they are employed. This is not to imply that a vocational educator needs to be an expert on the handicapped. However, he should possess sufficient understanding to recognize the unique needs and potentials of these individuals. Pre-service education programs can contribute significantly to this understanding by facilitating the acquisition of sufficient knowledge as a part of the total program.

In-Service Training

Coupled with effective college and university programs there is a need for in-service programs within school systems which facilitate the acquisition of this knowledge by practicing personnel. The same general principles apply at this level as with pre-service training. Joint sponsorship of programs can lead to effective in-service experience. The use of in-service teams, which concentrate on program improvement rather than on staff development, if undertaken creatively, can serve to upgrade personnel and accomplish necessary program changes. Curriculum revisions, program planning, case studies, and other important projects can facilitate in-service education.

A profitable type of in-service training is to offer workshops which reflect the needs and interests of the school's staff. Planning together, the vocational education and special education departments of a school can invite resource people from universities and agencies to present material on vocational preparation for the handicapped, the characteristics of the handicapped pertinent to instruction, sources of training materials and other topics of mutual importance.

A wide range of new resources for in-service education have become available in recent years. Information resource centers, especially the ERIC network, are now becoming more accessible. (See appendix) Major publishers and other large corporations have entered the field with expanded material offerings. Federal and State funds are now available which can offer valuable assistance to support worthy efforts related to projects which school systems might wish to undertake. Administrators and supervisors responsible for in-service education can often supplement their own resources with those of governmental and commercial concerns for the improvement of their programs.

Staff Development

Staff development is the third area of personnel preparation. Here the educator returns for further study at a college or university, or for another type of personnel growth. Funds are available in all three fields to support these efforts. Educational Professions Development Act monies have recently become available to finance the preparation of ancillary personnel for the instructional program Funds from this source might be used to support the training of prevocational evaluators, counselors, social workers, and paraprofessionals in the knowledges required for vocational education of the handicapped.

Colleges and universities can facilitate staff development by establishing and improving the organization for training. Teachers

College, Columbia University, in New York City operates workshops and short-term training courses for a variety of professional personnel.

In addition to academic settings, staff development takes place in private or public agencies. Some rehabilitation agencies are noted for their efforts in providing training to persons interested in upgrading their knowledges. The Institute for the Crippled and Disabled in New York City offers workshops for professional personnel to improve their skills and obtain certification as work evaluators. Increased financial assistance might encourage other agencies to consider similar activities. Some residential schools for the disabled have work-study programs which might serve as a foundation for a staff development program.

PERSONNEL UTILIZATION

Cooperation, if it is to be meaningful, must be translated from positive attitudes into actual practice. Nowhere is this more obviously important than in the problem of personnel utilization within a school district or between districts. When a decision is made that a particular function should be a part of a school program, a question to be answered centers around who should do the work. While it is reasonable to assume, for example, that a special educator might teach a handicapped youngster to read, one cannot assume that the youngster does not read when he participates in other aspects of the school program. A blind student needs help with mobility in any part of the program. Pre-vocational evaluation has been spoken of as a team process.

These are concrete examples which will enable the development of a flexible concept of staff utilization. If, in fact, a special education teacher has aided a retarded student to learn to read in the special class, it is reasonable that the same teacher can assist the vocational educator who needs to teach the student to understand simple written instructions. The vocational education teacher cannot be expected to become a reading instructor.

Trained supervisors can offer constructive leadership in more than the field in which they are trained. Many common variables exist in special education and vocational education which make it possible for one person to provide effective leadership in both places on matters which relate to the vocational training of the handicapped. The proviso is that the supervisors have been offered sufficient experiences to assure adequacy in the leadership they offer.

Team teaching, modular scheduling, and individualized instruction are all concepts which have had an appreciable effect on staff utilization. As a result, staff members have more flexibility in establishing a working relationship with students. Frequently, a staff member has time available to work with students, improve aspects of a program, and conduct research, which can result in significantly improved educational opportunities for students. These advanced concepts of staff utilization can offer to a handicapped student the attention from a staff member needed to make an experience successful. This additional effort need not always take the form of direct student-staff contact. Opportunities for community involvement in student experiences require that careful planning and evaluation, coordinated directly with the community, be included as integral components of the total program.

Private service facilities can help to alleviate some staff utilization problems. These agencies include Jewish Vocational Services, Goodwill Industries, Community Health Centers, and hospital service centers.

Special education, vocational education, and vocational rehabilitation might wish to explore approaches which could result in the more effective utilization of paraprofessionals. These people should be recruited for positions which offer opportunities for personal advancement.

PERSONNEL INTERACTIONS

The third dimension for the discussion of personnel pertains to communication among personnel at the local, State, and National levels. In addition to communication within the education community, there is a real need to establish contacts with other components of the total community. These may include public and private agencies, social and religious organizations, and other interested groups. The points of contact can usually be found if a reasonable search is made. But, some important potential contributions to vocational training for the handicapped are not organized into the most meaningful units for easy access. Labor and industrial people are one significant example. Often the people who belong to management organizations, fraternal organizations, and similar groups are not the same people who can be most useful in securing the entre necessary for communication and action. To mobilize these people requires creative attention and transmitting a feeling that their cooperation is desirable and meaningful, rather than ceremonious.

Parents present another group which is difficult to reach and to mobilize. Often group meetings, if they are to be used, will have to be scheduled at times which are convenient to them. The management aspects of working with parents often are the key to successful experiences. Attention to problems of transportation and child care can often increase significantly the willingness of people to participate.

Communication and other interactions are dynamic systems which must have means of evaluation and quality control incorporated into the structure. When programs are designed there should be adequate provision for continuous evaluation to assure long-range effectiveness.

SOME SUGGESTED SOURCES OF TEACHING MATERIALS

Instructional materials centers, specifically for handicapped children, have been established throughout the nation. Purpose: to collect and to make available to local school districts, such teaching aids for handicapped persons as test kits, tapes, records, braille books and many other materials and devices. These centers also are involved in developing new materials and conducting practical workshops for teachers.

Address requests to the Regional Special Education Instructional Materials Center at:

Center and Director	**Region Served**
Michigan State University Room 216 Erickson Hall East Lansing, Michigan 48823 Director: Mrs. Lou Alonso Phone: 517/353-7810	**Michigan Indiana Ohio**
University of Wisconsin 2570 University Avenue Madison, Wisconsin 53706 Director: Dr. LeRoy Aserlind Phone: 608/262-4910	**Wisconsin Minnesota**
American Printing House for the Blind 1839 Frankfort Avenue Louisville, Kentucky 40206 Director: Mr. Carl Lappin Phone: 502/895-2405, Ext. 20	**National**

Center and Director	Region Served
Colorado State College Greeley, Colorado 80631 Director: Dr. William Reid Phone: 305/351-2681	Colorado Montana Wyoming New Mexico Utah
University of Texas 304 West 15th Street Austin, Texas 78701 Directors: Dr. William Wolfe Dr. Claude Marks Phone: 512/GR-1-3146	Texas Louisiana Arkansas Oklahoma
University of South Florida Tampa, Florida 33620 Director: Dr. Marvin Gold Phone: 813/988-4131	Florida Alabama Georgia Mississippi South Carolina Puerto Rico Virgin Islands
University of Oregon 1612 Columbia Street Eugene, Oregon 97403 Director: Dr. Wayne Lance Phone: 503/342-1411, Ext. 2021	Oregon Alaska Hawaii Idaho Washington Guam
University of Kentucky 641 S. Limestone Street Lexington, Kentucky 40506 Director: Dr. A. Edward Blackhurst	Kentucky Tennessee North Carolina West Virginia
University of Southern California School of Education 17 Chester Place Los Angeles, California 90007 Director: Dr. Robert McIntrye Phone: 213/749-3121	California Nevada Arizona

Center and Director	Region Served
Boston University **School of Education** **765 Commonwealth Avenue** **Boston, Massachusetts 02215** **Directors: Dr. Donald Mietta** **Dr. Harold Ruvin** **Phone: 617/353-3266**	**Massachusetts** **Connecticut** **New Hampshire** **Maine** **Vermont** **Rhode Island**
George Washington University **Department of Special Education** **820 20th Street, N.W.** **Washington, D.C. 20006** **Director: Dr. Raymond Cottrell** **Phone: 202/676-7200**	**District of Columbia** **Delaware** **Maryland** **New Jersey** **Pennsylvania** **Virginia**
University of Kansas **School of Education** **Lawrence, Kansas 66044** **Director: Dr. Robert Ridgeway** **Phone: 913/UN-4-3034**	**Kansas** **Iowa** **Missouri** **Nebraska** **North Dakota** **South Dakota**
New York State Department of Education **Bureau for Physically Handicapped Children** **Albany, New York 12201** **Director: Mr. Raphael Simches** **Phone: 518/474-3995**	**New York State**
Department of Special Education **Superintendent of Public Instruction** **726 South College Street** **Springfield, Illinois 62706**	**Illinois**

Center and Director	Region Served
Directors: Mrs. Lenore Powell Phone: 217/525-2436 and Miss Gloria Calovini 410 South Michigan Avenue Chicago, Illinois 60615 Phone: 312/427-3387	Illinois

SOME SUGGESTED SOURCES OF ASSISTANCE

Although your own state department's special education section may be the best place to go for expert advice, there are also organizations in the field that can be most helpful.

Most of the organizations listed below are especially effective in providing information on individual handicaps. They will usually provide you with free printed materials and news of the latest developments in their special area. Some of them also have information on films that can be used to enlighten your community on the problems of the handicapped and to gain wider support for your program.

Mental Retardation

National Association for Retarded Children
420 Lexington Avenue
New York, N.Y. 10017

American Association on Mental Deficiency
1601 W. Broad Street
Columbus 16, Ohio

Speech

American Speech and Hearing Association
1001 Connecticut Avenue, N.W.
Washington, D.C.

Impaired Hearing

American Speech and Hearing Association
(above)

This material was taken from School Management Magazine, October-December, 1967.

Alexander Graham Bell Association
for the Deaf
1537 35th Street, N.W.
Washington, D.C.

American Hearing Society
919 18th Street, N.W.
Washington, D.C.

Conference of Executives of American
Schools for the Deaf
Gallaudet College
Florida Avenue and 7th Street, N.E.
Washington, D.C.

Emotionally Disturbed and Socially Maladjusted

National Association for Mental Health
10 Columbus Circle
New York, N.Y. 10019

Child Study Association of America
132 E. 74th Street
New York, N.Y. 10031

Child Welfare League of America
345 E. 45th Street
New York, N.Y. 10017

Impaired Vision

American Foundation for the Blind
15 W. 16th Street
New York, N.Y. 10011

National Society for the Prevention of Blindness
16 E. 40th Street
New York, N.Y. 10019

Crippled and Neurologically Impaired

National Society for Crippled Children and Adults
2023 West Ogden
Chicago 12, Illinois

United Cerebral Palsy Association
321 W. 44th Street
New York, N.Y. 10036

American Heart Association
44 E. 23rd Street
New York, N.Y.

National Epilepsy League
208 North Wills Street
Chicago, Illinois

Epilepsy Foundation
1419 H Street, N.W.
Washington, D.C. 20005

Muscular Dystrophy Associations of America, Inc.
1790 Broadway
New York, N.Y. 10019

Learning Disabilities

Association for Children with Learning Disabilities
305 Broadway
New York, N.Y. 10007

For All Handicaps

Council for Exceptional Children
National Education Association
1201 16th Street, N.W.
Washington, D.C. 20036

This is the largest membership organization in the field of special education. It has eight divisions:

- Council of Administrators of Special Education
- Association of Education of Homebound and Hospitalized Children
- Council for Children with Behavioral Disorders
- Division for Children with Communication Disorders
- Council for the Education of the Partially Seeing
- Division on Mental Retardation
- Association for the Gifted
- Teacher Education Division

The Council for Exceptional Children has state chapters and a national journal, Exceptional Children.

National Rehabilitation Association
1205 Vermont Avenue
Washington, D.C.

Federal Agencies

Bureau of Education for the Handicapped
Department of Health, Education, and Welfare
7th and D Streets, S.W.
Washington, D.C. 20202

Division of Vocational and Technical Education
Department of Health, Education, and Welfare
7th and D Streets, S.W.
Washington, D.C. 20202

Social and Rehabilitation Administration
Rehabilitation Services Administration
330 C Street, S.W.
Washington, D.C. 20201

VOCATIONAL EDUCATION AMENDMENTS OF 1968

RULES AND REGULATIONS

SELECTED SECTIONS RELATED TO

VOCATIONAL EDUCATION FOR THE HANDICAPPED

102.3(i) "Disadvantaged persons means persons who have academic, socioeconomic, cultural, or other handicaps that prevent them from succeeding in vocational education or consumer and homemaking programs designed for persons without such handicaps, and who for that reason require specially designed educational programs or related services. The term includes persons whose needs for such programs or services result from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large, but does not include physically or mentally handicapped persons (as defined in paragraph (o)) unless such persons also suffer from the handicaps described in this paragraph.

102.3(o) "Handicapped persons" means mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired persons who by reason of their handicapping condition cannot succeed in a vocational or consumer and homemaking education program designed for persons without such handicaps, and who for that reason require special educational assistance or a modified vocational or consumer and homemaking education program.

102.4(b) Objective of instruction. (1) Vocational instruction shall be designed to:

(i) Instruction related to the occupation or occupations for which the students are in training; that is, instruction which is designed upon its completion to fit individuals for employment in a specific occupation or a cluster of closely related occupations in an occupational field, and which is especially and particularly suited to the needs of those engaged in or preparing to engage in such occupation or occupations. Such instruction shall include classroom related academic and technical instruction and field, shop, laboratory, cooperative work, apprenticeship, or other occupational experience and may be provided either to

(a) Those preparing to enter an occupation upon the completion of the instruction, or

(b) Those who have already entered an occupation but desire to upgrade or update their occupational skills and knowledge in order to achieve stability or advancement in employment.

(ii) Instruction for vocational students to benefit from instruction described in subdivision (i); that is, remedial or other instruction which is designed to enable individuals to profit from instruction related to the occupation or occupations for which they are being trained by correcting whatever educational deficiencies or handicaps prevent them from benefiting from such instruction.

(3) Pre-technical vocational instruction with the objective specified in subparagraph (b)(1)(ii) shall include instruction of the type described in subparagraph (2) of this paragraph, except that such instruction need not be designed to fit individuals for employment in a specific occupation, but must be primarily designed to prepare individual for enrollment in advanced to highly skilled postsecondary and technical education programs having the objective specified in subparagraph (b)(1)(i) of this section. It shall not include instruction which is primarily designed to prepare individuals for higher education or for professional training of the type described in paragraph (c)(2) of this section, and which is only incidentally designed for individuals preparing for technical education.

(4) Pre-vocational instruction with the objective specified in subparagraph (b)(1)(ii) shall include instruction designed to familiarize individuals with the broad range of occupations for which special skills are required and the requisite for careers in such occupations.

102. 5(b) Vocational instruction under contract.

Arrangements with private post-secondary vocational training institutions.

(1) Postsecondary vocational instruction provided in other than public institutions may be provided only through arrangements with private postsecondary vocational training institutions entered into pursuant to paragraph (a) where the State board

or local educational agency determines that such private institutions can make a significant contribution to attaining the objectives of the State plan, and can provide substantially equivalent training at a lesser cost, or can provide equipment or services not available in public agencies or institutions.

(2) For purposes of this paragraph, a "private postsecondary vocational training institution" means a private business or trade school, or technical institution or other technical vocational school providing postsecondary education in any State which meets the requirements set forth in subparagraph (A) through (D) of section 108(11) of the Act. A list of such institutions meeting the requirements of this subparagraph may be obtained upon request from the Division of Vocational and Technical Education, Office of Education, Washington, D.C. 20202.

102.6 Vocational Education for disadvantaged or handicapped persons.

(a) Vocational education for disadvantaged or handicapped persons supported with funds under section 102(a) or (b) of the Act shall include special educational programs and services designed to enable disadvantaged or handicapped persons to achieve vocational education objectives that would otherwise be beyond their reach as a result of their handicapping condition. These programs and services may take the form of modifications of regular programs, special educational services which are supplementary to regular programs, or special vocational education programs designed only for disadvantaged or handicapped persons.

Examples of such special educational programs and services include the following: special instructional programs or pre-vocational orientation programs where necessary, remedial instruction, guidance, counseling and testing services, employability skills training, communications skills training, special transportation facilities and services, special educational equipment, services, and devices, and reader and interpreter services.

(b) Funds available for vocational education for disadvantaged or handicapped persons may not be used to provide food, lodging, medical, and dental services and other services which may be necessary for students enrolled in such programs but which are not directly related to the provision of vocational education to such students. However, the State board or local educational agency conducting such programs shall encourage the provision of such services through arrangements with other agencies responsible for such services.

(c) To the extent feasible, disadvantaged or handicapped persons shall be enrolled in vocational education programs designed for persons without their handicapping condition. Educational services required to enable them to benefit from such programs may take the form of modifications of such programs or of supplementary special educational services. In either case, funds available for vocational education for disadvantaged or handicapped persons may be used to pay that part of such additional cost of the program modifications or supplementary special educational services as is reasonably attributable to disadvantaged or handicapped persons.

(d) If certain disadvantaged or handicapped persons cannot benefit from regular vocational education programs to any extent, even with modifications thereto or with the provision of supplementary special educational services, then these persons shall be provided with special programs of vocational instruction which meet the standards and special programs of regular vocational education programs set forth 102.4 and which, in addition, include such special instructional devices and techniques and such supplementary special educational services as are necessary to enable those persons to achieve their vocational objective. In these cases, funds available for vocational education for the disadvantaged or the handicapped may be used to pay that part of the total cost of the instructional program and supplementary special educational services that are reasonably attributable to the vocational education of disadvantaged or handicapped persons.

(e) Vocational education programs and services for disadvantaged or handicapped persons shall be planned, established, administered, and evaluated by State boards and local educational agencies in consultation with advisory committees which include representatives of such persons in cooperation with other public or private agencies, organizations, and institutions having responsibility for the education of disadvantaged or handicapped persons in the area or community served by such programs or services, such as community agencies, vocational rehabilitation agencies, special education departments of State and local educational agencies, and other agencies, organizations, and institutions, public or private, concerned with the problems of such persons.

102.9 Training of Personnel

(a) General. The State board shall provide for such training (both preservice and inservice) as is necessary to provide qualified personnel meeting the requirements of the State plan pursuant to 102.38. Such training shall be sufficient to provide an adequate supply of qualified teachers and other personnel, including those capable of meeting the special educational needs of disadvantaged and handicapped persons in the State.

(c) Eligibility of enrollees. Training of personnel pursuant to paragraph (a) of this section shall be offered only to persons who are teaching or are preparing to teach vocational education students or consumer and homemaking students or who are undertaking or are preparing to undertake other professionaly or semiprofessional duties and responsibilities in connection with vocational education programs or consumer and homemaking programs under the State plan to whom such education would be useful professionally.

102.22 Membership

The membership of the State advisory council shall exclude members of the State board, and shall include:

(h) At least one person with special knowledge, experience or qualifications, with respect to the special educational needs of physically or mentally handicapped persons;

102.35 State Administration and Leadership

(a) Adequate State board staff. The State board shall provide for a State staff sufficiently qualified by education and experience and in sufficient numbers to enable the State board to plan, develop, administer, supervise, and evaluate vocational education programs, services, and activities under the State plan to the extent necessary to assure quality in all education programs which are realistic in terms of actual or anticipated employment opportunities and suited to the needs, interests, and abilities of those being trained. Particular consideration shall be given to staff qualifications for leadership in programs, services, and activities for disadvantaged persons, handicapped persons, depressed areas, research and training, exemplary programs and projects, residential vocational schools, consumer and homemaking, cooperative vocational education, curriculum development, and work-study.

102.40 Cooperative arrangements.

(b) With State agencies responsible for education of handicapped persons. The State plan shall provide for cooperative arrangements with the State special education agency, the State vocational rehabilitation agency, or other State agencies having responsibilities for the education of handicapped persons in the State. Such cooperative arrangements shall provide for--

(1) the joint development of a comprehensive plan for the vocational education of handicapped persons in the State which shall provide the basis for the provisions in the State plan relating to vocational education of handicapped persons; and

(2) coordination of activities of the State board and the other State agencies in the development and administration of the State plan to the extent that handicapped persons are affected,

such as, for example, in the review of applications for funds for programs or projects providing benefits to handicapped persons. Copies of agreements between the State board and other agencies providing for the arrangements described herein shall be submitted when executed by the State board for filing with the State plan.

102.44 Requirements with respect to construction.

The State plan shall provide assurance that the following requirements will be complied with on all construction projects assisted under parts B and E of the Act:

(d) Accessibility to handicapped persons. In the planning of construction of school facilities under the Act, the State board or local educational agency shall, to the extent appropriate in view of the uses to be made of the facilities, take into consideration the accessibility of the facilities, and the usability of them by, handicapped persons, and of their compliance with the minimum standards contained in "American Standard Specifications for Making Buildings and Facilities Accessible to, and Usable by, the Physically Handicapped" approved by the American Standard Association, Inc., with appropriate usable segments of "Building Standards of the University of Illinois Rehabilitation Center" and "Occupancy Guidelines" of the Department of Veterans Benefits, Regional Offices, Veterans Administration" and with such other standards in that regard as the Secretary of Health, Education, and Welfare may prescribe or approve.

102.54 Differences in vocational education needs.

(a) In allocating funds among local educational agencies, the State board shall give due consideration to the relative vocational education needs of all the population groups referred to in 102.51(a) in all geographic areas and communities in the State, particularly disadvantaged persons, as defined in 102.3(i), and handicapped persons, as defined in 102.3(o), and unemployed youth.

(b) In weighing the relative vocational education needs of the State's various population groups, the State board shall give particular consideration to additional financial burdens (other than those which are to be considered pursuant to 102. 56(b)) which may be placed upon certain local educational agencies by the necessity of providing vocational education students, particularly disadvantaged or handicapped students, with special education programs and services such as compensatory or bilingual education, which are not needed in areas or communities served by other local educational agencies in the State.

(c) The State plan shall describe in detail the method by which the State board will give due consideration to the criterion set forth in paragraph (a) in allocating funds among local educational agencies. This description shall include an explanation of:

(1) How the State board will identify the vocational education needs, including the need for special education programs and services referred to in paragraph (b), which must be met by each local educational agency in the State;

102. 59 Percentage requirements with respect to uses of Federal funds.

(a) Application of percentage requirements. The State plan shall provide that allocations of Federal funds pursuant to 102. 52 shall comply with the following requirements with respect to the use of Federal funds:

(3) Vocational education for handicapped persons. At least 10 percent of the total allotment for any fiscal year to a State of funds appropriated under section 102(a) of the Act shall be used only for vocational education for handicapped persons.

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A GUIDE FOR THE DEVELOPMENT OF RESIDENTIAL VOCATIONAL EDUCATION

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PREFACE

This guide is the result of the combined efforts of several outstanding consultants, the participants of one national conference and nine regional clinics, and the project staff. The consultants delivered working and summary papers at the National Conference on Residential Vocational Education held at the Oklahoma State University School of Technical Training in Okmulgee, Oklahoma, during February 1969. The involvement and deliberations on critical issues among the participants and consultants at the conference helped to provide the material for this document.

The consultants at the national conference were: Mr. William T. Logan, Jr., Commissioner of Education, Augusta, Maine; Mr. James M. Hughes A. I. A., Caudill Rowlett Scott Associates, Houston, Texas; Dr. J. Clark Davis, Director, Research and Education Planning Center, College of Education, University of Nevada, Reno, Nevada; Dr. Merrel R. Stockey, Student Services, Milwaukee Technical College, Milwaukee, Wisconsin; Mr. Jack P. Jayne, Employment Assistance Officer, Muskogee Area Office, Bureau of Indian Affairs, Muskogee, Oklahoma; Dr. Kenneth B. Hoyt, Professor of Education and Director, Specialty Oriented Student Research Program, University of Iowa, Iowa City, Iowa; Mr. Jim L. Moshier, Head of General Education and Small Business Trades, Oklahoma State Tech, Okmulgee, Oklahoma; Mr. Robert M. Small, Director, Mahoning Valley Vocational Education School, Vienna. Ohio; Mr. James P. Jones, Director, Recruitment and Placement Division. Phillips Petroleum Company, Bartlesville, Oklahoma.

Many faculty and staff members from Oklahoma State Tech assisted with this project and deserve mention at this time: Mr. Michael Neville, Project Assistant; Mr. R. L. Dyke, Assistant Director for Business and Finance; Mr. Frank Kubicek, Assistant Director for Campus Development and Maintenance; Mr. Grady W. Clack, Assistant Director for Academic and Student Affairs; Mr. Leland Tenney, Head of the Printing Department; the faculty and students of the Commercial Art Department; many other faculty and staff members especially Judy Clark and Vicki Wells, secretaries, who provided leadership to the many stenographers necessary for the successful national conference.

The Planning Committee for the national conference included: Mr. Wayne W. Miller and Mr. Dennis N. Chapman, Director and Dean and Assistant Director respectively of Oklahoma State Tech; Mr. Michael Russo, Chief Planning and Evaluation Branch; Mr. George Sanders and Mr. Alexander Ducat, Senior Program Officer and Program Officer respectively for the Facilities and Equipment Branch; and Mr. Frank Perazzoli, Program Officer, Analysis and Reporting, Planning and Evaluation Branch, all from the U.S. Office of Education.

The primary purpose of this guide is to provide some consensus by experts and interested parties in the very difficult task of molding public policy relative to residential vocational education. This guide is written so that operational guidelines, discussion, and recommendations are presented for every chapter. The chapters were developed according to the major considerations which must be examined by those who would choose to utilize a residential vocational school as an institutional media to bring vocational education to a specified population.

Chapter I invites the reader to focus on vocational education, the Amendments of 1968, and overall operational guidelines for residential vocational education. Chapter II deals with the critical question of "who is to be served" by residential vocational schools. Chapters III-VI deal with the questions which logically follow from an answer to "who is to be served", that is, "What Kind of Curricula, Course Objectives, and Instructional Materials Best Serve Students in Residential Vocational Schools", "Who Should Teach in Residential Vocational Schools", "Where Should Residential Vocational Schools Be Located", "What Facilities Should Be Provided for Residential Vocational Schools", and the "Employment and Follow-up of Students From a Residential Vocational School".

A full list of the consultants and their mailing addresses is presented in Appendix A. Appendix B shows a complete breakdown of the participant reactions to the major issues which grew out of the national conference. Appendix C contains information and a position taken by the National Technical Education Association and presents some reflections on major issues from the National Clinic on Technical Education held in St. Louis in March 1969.

INTRODUCTION

It is becoming more apparent every day that we are on the verge of an educational revolution. This latest of revolutions in the educational domain is the "identifying" of vocational education as a leading element in the total educational system.

Preparing people for employment (vocational-technical education) is the clear responsibility of the public and private schools, as well as industry. The need for vocational-technical education will continue to expand throughout the 1970's, as our work force approaches 100,000,000 by 1980. By then, each man and woman in the work force will need additional retraining every five to seven years.

The Vocational Education Amendments of 1968 have codified some of the upward trends in vocational education. Part E of this legislation deals specifically with an educational void in our educational spectrum, the area of residential vocational education. There is little doubt that residential vocational schools needed this stimuli, but care must be taken not to expect these to be the panacea for all our problem areas within vocational education today which this institutional media neither influenced nor is the appropriate remedy for. This report elaborates on the future role of the residential vocational school within the areas of vocational-technical education systems and with consideration for the national educational systems in general.

This report is structured so that chapters are developed in a sequential manner that considers first philosophy and objectives and total educational complex which encompasses the total Residential School spectrum and then moves to serious questions that logically follow i.e., curriculum, faculty, and facilities.

CHAPTER I

Guidelines For Residential Vocational Schools

The following overall guidelines should be considered in implementing the Vocational Education Amendments of 1968 as they relate to Residential Vocational Education Schools.

1. **Adequate provision should be made for the selection of students without regard to sex, race, color, religion, national origin, or place of residence within a state or region and residential vocational facilities.**
2. **Course offerings at residential vocational facilities ought to include fields for which available labor market analyses indicate a present or continuing need for trained manpower and the programs, services, and activities offered ought to be appropriately designed to prepare enrollees for basic entry into employment or advancement in such fields.**
3. **The total educational experience available at the residential vocational school should be officially recognized by the state and incorporated into curricular and extra-curricular programs.**

In each of the discussion groups the participants wished to expand on the philosophical basis of the above positions and clarify points with the intention that the guidelines developed would be as flexible as possible to meet the students' needs, yet be explicit enough to assure that the spirit of the law is fulfilled. Considerations which the participants wished given in the finalized document are:

1. **The Vocational Education Act of 1968 should be operated on a state plan application which is based on the state's evaluation of its current vocational offerings.**
2. **Although the law specifies serving young people from ages 14 to 21, it was the unanimous opinion of our participants that two distinct programs should be developed for students of high school and post-secondary abilities because the social and physical maturity of the participants within these age spans is too great to handle in a single educational unit. Separate facilities and programs on adjoining sites with complementary and supplementary programs might be very desirable. But the social activities — so essential to citizenship development — require specific programs to achieve good results.**
3. **Chronological age, aptitude, ability and program are the critical factors in deciding whether the student should be placed in a secondary school level or post-secondary level.**
4. **A vocational residential center should be an institution which attracts students because of its well-balanced vocational-technical, academic and social environment and must not become a correctional institution to which juvenile offenders are sentenced by a court system.**
5. **If a secondary school program is established, it must have a two-fold purpose. It must offer terminal courses in only those occupations which can employ the graduates under existing state and federal**

employment regulations. It must also provide a program for transfer to post-secondary vocational-technical institutions where physical, intellectual and social maturity are prerequisites for skill training and eventual employment.

6. Standardized curricular materials alone cannot be used as the basis for instructional programs. Instructor-developed materials, based on occupational requirements and individual student aptitudes, are essential to a successful program. There must be constant and continued evaluation and upgrading of instructor competencies and materials. Advisory committees from the industrial world which employs the graduates should function to review special areas of school operation, refresher courses for instructors, and review the instructional programs.
7. The residential vocational center concept should give primary consideration to the rural and isolated youth for whom a commuting program is unsatisfactory or impossible. The urban or suburban youth who desires to attend such a center should be encouraged to attend when the special course offerings are those which meet his needs and are unavailable in his urban area. Interstate and regional planning is extremely desirable and reciprocity between the several states operating programs might well be encouraged in eventual guidelines.

In conclusion, the national conference found many justifications for establishing residential vocational schools to serve the youth and industry of our nation. Among the justifications are:

1. A residential school provides a campus life where youth learn to live and work with others — which is essential to becoming a productive citizen.
2. "Going away to school" is a symbol of success in this era of American life. A residential school provides this ego builder.
3. Residential schools provide for the worthy use of leisure time in sports and recreational programs and therefore assist in developing meaningful citizenship.
4. Residential facilities provide an opportunity to develop personal social adjustments while temporarily separated from parental authority.
5. Residential programs provide wider horizons for our young people. They are not limited only to local employment opportunities.
6. Residential facilities provide opportunities for youth to experience a wide range of very specialized and sophisticated training programs.
7. The fastest growing occupational needs in this country are for skilled tradesmen, craftsmen, service workers, distribution and office occupations. This requires training beyond the semi-skilled level but below that required for the true technician. This is the group for whom the residential vocational school should be planned and for whom it should operate.
8. The need to develop feelings of self-worth and self-esteem. The residential vocational school represents an opportunity for students to compete meaningfully. It represents a structure built for them and their individual needs. It gives them a chance to appreciate and respect others and, by so doing, to build self-appreciation, self-respect, and feelings of self-worth. They are given greater opportuni-

ties for involvement in student leadership roles and for participating in student government, social, and recreational activities that were often denied them as high school students.

9. The need to discover and capitalize on unique educational motivations. Many students for whom the residential vocational school is appropriate would be described by their high school teachers as lacking educational motivation. More importantly, many such students see themselves as uninterested in education—or even actively disliking school. The residential vocational school represents an opportunity for such students to discover that they do have educational motivations and that they do like to go to school. It does this by appealing to motivations towards acquiring job skills which are relevant to their abilities and acceptable to the trades. In the words of students, this is often translated by expressions such as, "Here we study only what we need to know in order to get a job."

CHAPTER II

Who Should Be Served By Residential Vocational Schools

Students in the residential vocational school should represent persons from all elements of the general population — all walks of life, all minority groups, all levels of ability, all sections of the state in which the school is located, and with all kinds and degrees of handicaps. However, the enrollment should reflect the general character of the population from the area to be served.

Discussion

One critical issue relating to the future position of residential schools as a subsystem in the total vocational education complex hinges on the characteristics of the students to be served by this type of institution. The primary student characteristics of concern for residential vocational schools of tomorrow are (1) the student's chronological age, (2) the student's socio-economic background, (3) the geographic location of the student's home, (4) the student's physical handicap(s), if any, and (5) the student's academic ability.

Age Ranges to be Served

The Vocational Education Amendments of 1968 specify that young people from the ages of 14 to 21 will be served by residential vocational schools. Two distinct programs are suggested in this guide to serve this population, i.e., one for students from the age of 14 through the age of 17 and one for students from the age of 18 to the age of 21 at the time of enrollment. Rationale supporting this suggestion includes the concepts that (1) the social and physical maturity of the students in such a wide age spread is too great to handle in a single educational unit and (2) the lower age group might be assisted more readily and comply to certain educational laws within some states in a separate institutional setting perhaps emphasizing pre-vocational training since they would not be readily employable by some industries and under certain labor laws after graduation. The above rationale would indicate that programs for the upper age range should be given emphasis in the context of limited resources.

Socio-Economic Backgrounds

The law governing the establishment of residential vocational schools makes it clear that a fairly substantial portion of the student body will come from the disadvantaged segment of our society. However, all levels of the society should have access to these schools. One of the chief advantages of a residential school is the inter-student exchange of values and ideas which occurs in dormitory living. If one socio-economic class, race or value system is predominant in the living center or school this interchange is minimized. It is also important to serve married students who have dropped out of the traditional education system. At a residential school an opportunity is provided to keep the family unit intact as they acquire work skills.

Geographic Areas to be Served

The law states that residential schools will serve students who cannot attend vocational schools because of their geographic isolation or home environment. In addition, students from the local community should be served. Rural communities with limited educational facilities and ghetto areas in the large cities will furnish a large number of students based on the above criteria. The students from ghetto areas will receive a new perspective through a change in socio-economic environment and the students from isolated areas will gain educational opportunities heretofore not available to them. In either case, a residential vocational school will serve to help establish a positive attitude toward work, provide an opportunity for developing a higher self concept, and provide an opportunity for developing skills which will lead to employment.

Students with Physical Handicaps and Other Disadvantages

Providing working skills for the physically handicapped and/or otherwise disadvantaged is an integral part of the purpose of the residential vocational school. Some schools have applied themselves to these needs in the past, it is reasonable to assume the need for additional efforts in this area will not only continue but will increase. In many instances these students have not or cannot complete high school due to physical limitations. The vocational residential school provides an acceptable and reasonably convenient means of completing the education necessary for achieving economic efficiency in our society. The range of handicaps will vary from severe to none.

1. It is essential from the onset that the Residential Vocational Schools present a social and academic image which will attract the socio-economically disadvantaged youth as well as the youth who, although unskilled, is not considered as disadvantaged, but is in need of vocational up-grading to reach his potential productivity in society.

   The school should not be identified as a "school for the disadvantaged." Preferably the word "residential" should not be used in naming the school.

2. Special care should be taken in recruiting the socio-disadvantaged youth for the Residential Vocational School. The recruitment should be based on need for a residential type training. This should be because it is best to move the disadvantaged youth from his home or community environment, or because no vocational school is available.

   The criteria for accepting the socio-economically disadvantaged youth should be other than the fact that the parent(s) wants to transfer the financial obligation of educating the youth to the state or federal government.

3. The selection of students should be based on a good prognosis for employment in their field of training. The final determination in the selection of students should be the prerogative of the residential vocational school. There will be the socio-economically disadvantaged, and some who are not, who will not benefit from residential vocational training after being tested and participating in testing in an evaluation center. Justification should be given in writing, if this becomes necessary, as to the reason for rejecting the applicant. Because many of the socio-economically disadvantaged have a pattern or outlook of failure, it is of utmost importance that when selected for specific training, they have the potential qualifications for achieving success in the program.

4. It is important that there be a mixture of students—the socio-economically disadvantaged and those who are not. Since 40% of

the funds must be expended on the socio-economically and physically handicapped it is recommended that a minimum of 40% of the students in the residential school be from the disadvantaged, special needs, or physically handicapped. Special needs could be interpreted to mean from an area where vocational training is not available or lacks sufficient courses to meet the individual needs, as well as coming from a poor home or community environment. If all students are the socio-economically handicapped, there will be fewer or no opportunities to learn through experiencing and associating with other groups of people. The mixing will help strengthen the socio-economically disadvantaged group and cause the more sophisticated groups to be more tolerant of the disadvantaged. This will be mutually beneficial.

5. Provisions must be made for special evaluation and remedial facilities at the residential vocational school to meet the needs of all students. After a reasonable length of time, a student who has the potential, but does not respond to the services, should be terminated from school or reassigned to another program which fits his potential if such a program exists. The student body as a whole, as well as the disciplined student, will respect the decision. There are too many students in need of and wanting the services of the school to justify spending an excess amount of time with a small number of unmotivated students who do not respond to training. On a written justification, the disciplined student should be allowed to re-enter training if he is under 21 years of age when he seeks re-entrance.
6. Special attention must be given to all students regarding budgeting, the world of work, recreation and attitudes as well as teaching him a vocational skill. A skill is of no value unless the individual is industrially acclimated and can budget money within limitations. The youth must be provided with personal spending money and have a choice in selecting his clothes and enjoying recreation. If the program is to be lasting, the entire curriculum must be exploratory and allow the individual to make choices.
7. The residential vocational school should be co-educational and provide apartment type housing for family units. There are many socio-disadvantaged youth who are married, are solo parents, or have a dependent parent, who are in need of residential vocational training and would not be financially able to attend school unless housing were available. Special programs should be provided these family units in family planning, family living, and in budgeting.

   Wives should be encouraged to accompany their husbands to the school and enroll in a course when possible so they can both grow socially and educationally to gain from their experiences to insure a stable home.
8. The Residential Vocational Training School can and must fill a gap that presently exists in our educational system. The curriculum should not be at the baccalaureate level, but should offer a diploma or associate degree upon successful completion of the program.
9. James A. West, Rehabilitative Services Director, Department of Public Welfare, Oklahoma Public Welfare Commission, commented that it is occasionally asked, "What can handicapped people do?", and says the answer is simple. They can do as many different things as can normal individuals. The fact has long been demonstrated in the enrollment of Rehabilitative Services sponsored students at Oklahoma State Tech. Records demonstrate that handicap-

> ped students are enrolled in all 33 courses presently being offered. It should be further pointed out that 8 per cent of the present handicapped students are on one of the two Honor Rolls of the school.
>
> During the Fall Trimester of 1959, Rehabilitative Services enrolled 141 students at Oklahoma State Tech. During the Fall Trimester of 1968, Rehabilitative Services enrolled 475 students at this school. The average enrollment has steadily increased since 1959. Since that time, 1,335 clients have received training at Oklahoma State Tech. It has been estimated, and some feel conservatively, that approximately 30 per cent of these students could not have received training if it had not been for a residential facility. That amounts to at least 400 persons who are now productive citizens.
>
> Oklahoma State Tech is serving a segment of the population which possibly could not receive training if it were not for the unique and special designs in their programs. If the students that Rehabilitative Services sponsor can be taken as representative of their student population, it could be safely stated that their educational and economic backgrounds are somewhat below average. Of the Rehabilitative Services clients, 42 per cent are receiving, in addition to their tuition, tools, and books, a monthly living allowance. To be eligible for such an allowance, the individuals or their families must meet rather stringent economic requirements. These requirements follow quite closely what has been defined as the poverty index.
>
> Many of the students sponsored by this Agency lack the academic background to successfully compete in a formal academic setting. A large number have not completed their formal education. Oklahoma State Tech is serving this segment of the population in a realistic and adept manner.
>
> What has Oklahoma State Tech made possible for Rehabilitative Services clients? A question of that nature is rather difficult to answer. It is almost impossible to calculate the material and personal benefits reaped from such a program. In an attempt to answer this question, consider the following explanation. This trimester 49 clients are graduating from Oklahoma State Tech and 28 have already contracted employment at an average beginning wage of $420 per month. If consideration is given only to the 28 who have accepted employment at this time, the sum of their average annual salaries is $141,120. It has been estimated that the various forms of taxes claim 25 to 30 per cent of all income. Using 20 per cent as a basic rate, a sum of $18,224 per year in tax return is obtained.
>
> In considering future needs, it is safe to state a need will continue in the area of residential vocational education facilities. Part of the need has been demonstrated above, and it is reasonable to assume the need will not only continue, but increase. It is also an economically sound investment in the future. Can we afford not to provide the residential facilities and vocational education needed?

Academic Abilities

In a wide variety of socio-economic classes and minority groups, a wide variety of academic abilities will be involved. They will be in many instances in need of remedial assistance. It is anticipated that they will lag three to six years behind their capabilities in the area of reading. Similar conditions will exist with reference to their computational skills. In the

majority of cases this will represent the consequences of early lack of motivation and application.

Intellectually these young people from the disadvantaged group will function best in dealing with concrete material as opposed to highly verbal generalizations and abstractions. This knowledge must be taken into account wherever screening for admissions is undertaken. The selection of measuring devices should not penalize people of good basic ability who are weak in verbal expression.

Although the disadvantaged group needs careful consideration, the student body in the residential vocational school should represent minority groups, cultural environments, academic aptitudes, and those with various degrees of handicaps ranging from none to severe.

RECOMMENDATIONS

1. **Primary emphasis should be given to students in the upper part of the 14-21 age range as stipulated in the Vocational Amendments of 1968.**
2. **Provisions for suitable testing and evaluation of each student's aptitudes, mental ability and physical health to determine the program best suited to his needs should be made in the state plan.**
3. **Assignment to the level of training should be based on chronological age, socio-economic background, aptitudes, interests, abilities, physical handicaps, and the mental maturity of these students.**
4. **The residential school should not be used for the placement of juvenile delinquents.**
5. **The residential school should be encouraged to serve the needs of urban and rural youth.**

CHAPTER III

What Kind Of Curricula, Course Objectives, And Instructional Materials Best Serve Students In Residential Vocational Schools

Curricular offerings ought to be based on the aptitudes, abilities, and interest level of the students to be served. Secondary school level programs ought to provide courses in only those areas where employment opportunity is possible under state and federal labor laws. Secondary course offerings ought to provide opportunities for transfer to post-secondary level programs where additional training and intellectual and social maturity are prerequisites for employment, and curricula materials ought to be developed to meet the specific aptitude levels of the eligible students.

Discussion

The development of curricula, course objectives, and instructional materials for a residential vocational school would depend on the type of program to be established. The depth and scope of the curriculum would depend on the age and maturity of the students being served. The youths between the ages of 14 and 17 would need a broader curriculum to enable them to become more mature as well as better skilled in the vocational field. As was stated in Chapter II, these students should generally not be taught in the same school with the youths between the ages of 18 to 21.

The course content should vary from one area or state to another, even though the variation may be only slight. The problem of obtaining a basic curriculum for vocational subjects is a major issue.

Obtaining competent instructors and setting up in-service training for these instructors are of major importance to quality instruction in a vocational residential school.

The integration of general education subjects and vocational objectives is of great importance to the successful training of students. This would enable the student to succeed not only as an employee but also to become a good citizen and a productive member of the community.

In exploring these areas the conference was an excellent means for bringing together the ideas of a great variety of people connected with vocational education. The suggested guidelines which follow will help in establishing residential vocational schools. It should be kept in mind, however, these schools may be quite different in the courses offered; therefore, some of the guidelines are general and broad in scope.

Curriculums:

A. What should the curriculums include?

Curriculums should be the organized program of study and designed to meet the specific requirements for the preparation of a particular kind of job classification within a stated period of time. Each course must be designed specifically to prepare an individual for a particular field of endeavor. The curriculum must be flexible to meet the needs of industry at a specified time for a specific training objective.

The subjects in a vocational course should be grouped under the following classifications:

1. Vocational Specialty Subjects: These subjects emphasize the special skills, knowledge, techniques, applications, procedures, and services that identify the vocational objective and prepare the student for a variety of employment opportunities in a particular vocational field.
2. General Education Subjects:
   a. Mathematics required by the vocational course is necessary to enable the student to successfully pursue the course objective.

   b. Communication skills are required which emphasize oral, written and graphic skills, reading capability, and ability to communicate successfully with co-workers and others.

   c. Social Studies are desirable which provide the elementary frame of reference in economics, citizenship, and social relationships as needed by an individual member of a family, an employee, and a citizen.

B. Who should develop these programs?

Basic curriculums should be researched and developed by a state agency and distributed to schools interested in a specific course. These curriculums. however, should be basic in scope and incorporate flexibility so each school could incorporate its own particular innovations and needs into the course.

Each school should establish committees from employing groups that are responsible for the development of curriculums for that particular school and be flexible enough to handle any situation in this area. The committees should work closely with the state agency in designing basic curriculums.

The curriculums should be as basic as possible and extend to great depths in order to allow a student to enter at his educational level and progress to the extent of his desire and ability.

C. Which schools should offer particular curriculums?

To provide a wide range of courses in a state, a state agency should be created to help determine the specific courses offered by each school. However, it may be necessary to establish the same course at two or more schools, but this should be determined only if one school is unable to accommodate all the students in this particular field. It is important that students have a wide variety of courses from which to choose.

Course Objectives:

A. How should course objectives be determined?

Course objectives should be determined by a survey of the employment market in the geographic region or state, and from existing information from the various state and federal agencies.

The courses should be established with the assistance of educators and industrial advisory committees. Committee members should be chosen from organizations in the employment area so that a comprehensive overview of the needed training may be determined. A list of the desired goals in each course should be established and used in establishing the outline.

Wherever possible, the courses should be planned on a large enough scale so that training can be established to provide a separate instructor for each section of study within the course objective.

At some phase of the training, the student should have the opportunity to work in an environment similar to that he can expect when he is employed. The residential school, a city within itself, provides abundant opportunities for practical work experiences.

The complete training of the student should include general education subjects. These should be taught in close relationship with the shop or lab work. The teachers of the general education subjects should have a working knowledge of the vocational subject as well as the related subject he is teaching. It is important that each state have a teacher training program specifically designed to train vocational teachers. Each vocational residential school should have a continuing in-service program to aid in keeping its teachers informed.

Representatives of various companies should employ instructors during the summer months in order that they may learn the latest improvements and changes in their field of teaching. It is suggested that possible college credit should be given for this experience when it is necessary and becomes a part of the teacher's educational program.

Instructional Materials:

A. What instructional materials are needed?

Shops and laboratories should have enough training equipment so that a student can spend as much time as necessary learning the principles taught. It would be undesirable for him to be forced to wait for other students to complete their work before he can begin using the training aids.

There should also be a learning center where the student may study after regular classes or at night. This center should include a well-equipped library and a reading-math laboratory complex staffed with qualified teachers. There should also be sufficient programmed material to permit the student to study on his own initiative without the direct supervision of a teacher.

B. Where can instructional equipment be obtained?

Much of the training equipment can be obtained through contact with industries employing the students after graduation. This equipment may be purchased at a reduced price or, in some cases, obtained free of charge.

The state surplus agency is a source of good equipment which may be purchased at a very small percentage of the actual value. This agency should be contacted regularly for this purpose.

It would be desirable to design the curriculum to meet not

only the needs of the employers but also the needs of the student. The training equipment should be of the highest quality and available in such quantity that each student will have a work station at all times.

RECOMMENDATIONS

1. **The employment needs for a state should be determined by a job demand survey or from existing information.**
2. **A state governing agency should research and develop basic curriculums for distribution to interested schools.**
3. **The vocational-technical courses offered should be determined by an employment survey in each state, and existing information.**
4. **Students should be taught general education and related subjects.**
5. **Curriculums should be as basic as possible and extend to great depth in order to permit a student to enter at his individual educational level and progress as far as his ability will allow.**
6. **An advisory committee should be established by each school for the purpose of developing curriculums. These committees should be selected from the operative level of industry and various organizations in order that the needed training may be determined for each vocational objective or program.**
7. **Instructional equipment may be obtained through surplus agencies and employment organizations.**
8. **Shops and laboratories should have sufficient training equipment to allow a student to spend as much time as is necessary to learn the principles he has been taught.**
9. **The basic educational equipment should include sufficient programmed material to enable a student to study on his own initiative without direct supervision of a teacher.**
10. **Basic educational facilities should include a well-equipped library and a reading-math laboratory complex staffed with qualified teachers.**

CHAPTER IV

Staff, Faculty, And Service Personnel For Residential Vocational Education

The residential vocational school should provide a "total youth" education for many students with serious socio-economic, physical or other handicaps. The staff, faculty, and service personnel should be competent to deal with and understand these students as well as technically qualified in their respective fields. Personnel should be innovative and flexible and should possess a sincere belief in the worth of all human beings.

Discussion

Faculty and staff requirements will depend on:

1. **Philosophy and purpose of the residential vocational school**
2. **Type of student enrolled in a residential vocational school**
3. **Location of facility**
4. **Type of facility**

It is recommended that an overall student-school employee ratio for a residential vocational school be approximately five to one (5 to 1) and the student-instructor ratio should be maintained at close to ten to one (10 to 1). The employees should be grouped into the following categories:

	(Requirements for a school with 1,000 students)
1. Administration	
Director	**1**
Assistant Director	**1**
Business Manager	**1**
Residential Supervisor	**1**
Vocational Supervisor	**1**
Pupil Personnel Supervisor	**1**
Academic Supervisor	**1**
2. Staff	
Dorm Leaders	**7**
Dorm Counselors	**72**
Recreation Specialists	**20**
Social Coordinator	**1**
Bookkeeper	**1**
3. Faculty	
Vocational Instructors	**54**
Vocational Assistant Instructors	**8**
Academic Teachers	**40**
Teacher Aides	**4**
Audio-Visual Coordinator	**1**
Program Learning Center Staff	**2**
4. Professional Services	
Head Counselor	**1**
Vocational Counselors	**9**

Psychologists	2
Nurses	4
Doctor	1
Dentist	1
Student Accounting Coordinator	1
Speech and Hearing Therapists	2
Curriculum Specialists	1
Public Relations Specialists	1
Placement and Recruitment Team	4
5. Service	
Clerical	8
Custodial	4
Maintenancemen	3
Bus Drivers	2
Boiler Firemen	4
Security Guards	4
Utility (laundry, transportation, etc.)	2
Food Service Supervisor	1
Head Cook	1
Cooks	6
Food Service Workers	8

The above figures could fluctuate depending on previously mentioned variables. Examples might be:

1. Number of dormitory advisors may be less than 72 if the student population were not 100% hard core unemployed.
2. Number of dormitory advisors could be less than 72 if dormitories were larger than 90 student size.
3. Number of security guards may be more than 4, depending on the location and facilities used.
4. Number of services employees may be more than the 43 recommended if Work Study student employees are not available and if facilities are on a large area campus.
5. The Professional Services may be affected by the type of student enrolled. For example, medical needs may require 1 dentist and 1 doctor per 1,000 population. The number of counselors may be reduced from the 9 recommended if the population were not exclusively hard core unemployed.

The faculty number of 109 for 1,000 may be high for a normal distribution of students. This is a recommended ratio of 1 to 10+ for a majority of students being severely educationally handicapped. Computerized instruction of the future will effect the number of faculty.

The qualifications of Staff and Faculty of a Residential Vocational School will be determined to large degree by various state vocational education regulations for instructors. However, the following are recommended:

1. Vocational instructors need not have college preparation, if vocational experience is adequate.
2. Vocational instructors should be required to attend in-service training in teaching techniques and human development understandings.
3. Professional service personnel should have state certification or have proven backgrounds in school administrative duties.

4. Staff, or non-instructional personnel with student contact, usually referring to the residential or dormitory staff qualifications are:

    (a) No college prepared staff would be required.

    (b) The age of the dormitory or residential staff is important. They should be able to relate to the students.

RECOMMENDATIONS

1. A 3.5 to 1 up to 5 to 1 student-school employee ratio would be optimum and should be determined by the blend of students being served.

2. Administrative personnel should be certified or have proven backgrounds in school administration with the exception of the business manager and the residence administrator.

3. College preparation need not be a requirement for the residential staff. However, experience working with youth is recommended. An in-service training program should be provided.

4. Adequate vocational experience should be required of the vocational faculty. College preparation need not be required. In-service training should be provided.

5. Teacher certification should be required for the general education faculty.

6. Proper certification should be required for professional service personnel.

7. The number of staff and faculty should vary according to: the type of student enrolled, the type of facilities, the purpose and philosophy of the school.

8. The staff should include a school doctor, a school dentist, nurses, recreational specialists, social activities coordinator, residence advisors, security personnel and utility staff (laundry, transportation, etc.)

CHAPTER V

Where Residential Vocational Schools Should Be Located

Ideally, residential vocational schools should be located in a semi-rural centrally located area in order to provide a change in the socio-economic environment of urban youths and a familar place for rural youths to prepare for future employment.

Discussion

Planning for the selection of geographical locations for resident schools should start with the formulation of a planning team. Team members should include persons from state departments of education, vocational specialists, local school district vocational education personnel, university specialists in vocational education, employment security labor analysts, union administrators, school facility consultants, architects, bureau of land management personnel, secondary school and post secondary school administrators, small business and industrial management, school finance analysts, and regional planners, to name a few. Certainly a prime requisite is to select a variety of people who have a genuine interest in establishing a residential school.

Course of Action

With the problem now identified concerning whom the resident school shall serve, the planning team must select some route for collecting pertinent data.The task is many fold. Planning team activities must: (1) examine alternative solutions, (2) establish criteria to use as a guide for making sound decisions, and (3) seek ideas from people who have been exposed to the selection of residential school locations.

The use of an organized survey by the planning team has merit. Basically the survey serves two purposes: (1) it shows the objectivity of the persons who are responsible for leadership in solving the planning problem, and (2) it documents the facts relative to the particular task to be researched. Very simply, a survey carries forward four basic steps of research method in studying a given situation: (1) formulating a clear statement and concept of the purpose set for the survey, (2) gathering pertinent data in as objective and complete a manner as is possible, (3) reserving judgment until the data are compiled and analyzed, and (4) drawing valid conclusions in terms of and based on the data compiled.

Having evolved a plan of action, the planning team must direct itself to answering specific questions about each geographical location being considered for acquisition.

1. **Does the location have easy access by some mode of transportation?**
2. **Does the location permit taking advantage of state and local labor markets?**
3. **Is there recreational and leisure hour potential? Are opportunities provided to swim, bowl, play tennis, read in a library, see movies, become involved in intramural sports, have the opportunity to meet people and become a part of a variety of activities within a particular community setting?**
4. **Is the location smog free, away from excessive noises and free of pungent odors, smoke and dust?**
5. **Is the location suitable to allow the student from the heavily**

populated urban area a change of environment that gives him some feeling of identity—that he is not just a part of the mass of humanity?

6. **How will a particular geographical location utilize existing vocational educational facilities?**
7. **To what extent are work experience and cooperative efforts with small business or industry available to students?**
8. **Is the location conducive to attracting quality teachers who want to live and stay in the general area?**
9. **What is the status of the school system available for the children of the teaching staff?**
10. **Are there available housing units of good quality at reasonable rent or sale prices for teaching and administrative staff?**
11. **What kind of support services are available for the residential school, such as cleaning and laundry facilities, wholesale food service, fuel, light, other utility rates, and hospital or health services?**
12. **What is the potential for enrollment?**
13. **Are there personnel within the immediate area who can serve as part-time consultants and teachers from industry or a college or university?**
14. **What are the problems involved in gaining clear title to land under consideration for purchase?**
15. **How soon can site be purchased?**
16. **What are the site purchase costs?**
17. **Has a site development cost estimate been made by an architect? What is the site preparation cost?**
18. **Is there Bureau of Land Management land available for site consideration in the area being evaluated?**
19. **Has a search been made to ascertain if land can be purchased in cooperation with agencies such as the Indian Service?**
20. **What are the architect's estimated costs for the total residential facility environment?**
21. **What is the capability of the tax base to support the residential school?**
22. **What is the total present per capita tax load?**
23. **Are there supporting financial bases, other than public, available for the residential school?**
24. **Are there any local, county or other political entities that have laws which would provide negative legal implications for the school?**
25. **What is the extent of interest generated by people in the communities that are being considered as possible locations for residential schools?**

All of the possible location factors have not been exhausted in the previous guideline of questions. Each resident geographical location team

will have to add to or delete from the array of questions, depending upon the particular resident geographical location problem with which it is faced.

After all the answers to the questions are gathered, the task of analyzing the data begins. All data must be analyzed as to one location compared with other possible residential school locations.

When making the final decision for site selection the major criterion for selecting a location for a residential school is to determine how well that location will provide the best possible kind of education for the young people the school is designed to serve.

RECOMMENDATIONS

1. There should be a task force established, drawing from a wide variety of individuals who can provide pertinent data concerning site selection factors. The task force could include architects, school facility planners, real estate personnel, state department of education people, regional planners, and vocational education specialists, to name a few.
2. The general site location should provide services to the teaching staff such as medical services, a good public school system, adequate housing, and a pleasant environment.
3. It is essential that one of the first considerations in site selection be determination of the length of time required to purchase and receive clear title.
4. One of the prime criteria for site selection should be the consideration of the extent of opportunities for work experience for students in the general area and the availability to establish cooperative programs in the immediate area.
5. It is recommended that an architect be hired to provide a site preparation cost estimate for each site under consideration. Site preparation costs can be very high and this could be a critical factor in site selection.
6. The interest of the people living in a particular area or community in having a residential school located in their midst should be analyzed. In most cases, if there is lack of interest on the part of the local citizens, consideration of that particular site should be abandoned. A residential school cannot function and survive over the years without positive support by a community.
7. Much consideration should be given to the analysis of recreation and leisure hour activities available to students. They should not be isolated from normal recreational activities.
8. The political factors should be reduced to a minimum so that a residential school site can be selected as much as possible on the premise of how well the site provides for the needs of the young people it will serve.

CHAPTER VI

What Facilities Should Be Provided

Whenever possible separate facilities should be provided for secondary and post-secondary students. The facilities, besides classrooms, labs and workshops, should provide opportunities for programs for athletic, student government and other clubs and recreational activities so as to assure a well-rounded educational program for citizenship development and the worthy use of leisure time.

Discussion

The development and provision of facilities on any campus have to be commensurate with the specific needs of the student body. Many factors such as topography of the area where facilities are provided along with soil conditions and aesthetic qualities play a major role in the development and construction of facilities; so do the expansion potential, availability of utilities, cost of the land and traffic generation. The following are the major considerations which go into the planning of facilities in a residential vocational school.

A. A site for the school should be selected only after a careful evaluation has been made of factors relating to its location, size, physical characteristics, cost and other practical considerations. The study should be made of all sites being considered, even though there might be a single obvious choice or the offer of a free site, in order that the final selection will be based on an intelligent and rational evaluation.

B. In order for design solutions to be meaningful and effective they must be based on specific criteria. Clear and concise statements of the aims and goals of the school and the policies for implementing those goals should be made. The goals should be stated in terms of the educational program, the site, the budget and the people the school will serve.

C. A long range master plan should be developed to insure an orderly development of the campus over a number of building phases. The plan should be viable and should be updated periodically as changing requirements demand change of the plan.

D. Facilities required for a residential vocational school will usually fall into about six general categories. The following are factors to be considered for each of the different functions to be housed:

1. INSTRUCTIONAL FACILITIES — Lecture spaces, shops and laboratories. Changing programs and new developments in learning techniques place high demands for flexibility on instructional facilities. These buildings should be planned with as much loft-type space as possible. Appropriate architectural, structural, mechanical and electrical systems should be employed to allow revisions to the instructional spaces with minimum disturbance to the buildings.

2. LEARNING RESOURCES FACILITIES — The library has become the nerve center of the campus. With recent innovations in learning technologies it is the place for preparation, storage and dissemination of all forms of instructional media. More new

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developments will come. Therefore, the learning resources center should achieve the same high degree of flexibility that is required for the instructional facilities. It should have an open, inviting and comfortable environment with a variety of spaces for study and informal reading such as carrels, tables, lounge areas and group study rooms.

3. STUDENT SERVICES — One of the most unique aspects of a residential vocational school is the student. His primary objective is to learn a useful trade. However, there is also potential for the social and cultural development of the student during his stay on campus. These needs should be recognized and a student center should be provided to encourage social interaction and cultural activities. Other student service functions include dining, guidance and counseling, placement offices, health services, bookstore and perhaps other appropriate retail services and facilities for student government functions and various student organizations.
4. ADMINISTRATION AND MAINTENANCE SERVICES—Facilities should be provided to adequately house all of the administrative functions and for the receiving and store of bulk supplies, campus vehicles and maintenance equipment.
5. RESIDENCE HALLS — For many of the students who will attend these schools, their standards of living will be increased significantly above that to which they were previously accustomed in their home environment. Therefore, the residence halls should be comfortable and attractive. They should be planned in conjunction with the campus-wide goal of social enrichment with provisions for informal gatherings, recreation and receiving of guests.
6. ATHLETIC FACILITIES — The extent of athletic facilities required will depend largely on whether or not physical education is a formal part of the educational program. However, informal athletic activities can be an important factor in the overall development of students. Therefore, both indoor and outdoor facilities should be provided for individual workouts, group activities and spectator events for competitive sports.

E. The environment of the vocational school should offer the students a sense of individual pride, dignity and community citizenship.

RECOMMENDATIONS

Since the needs for facilities vary from state to state and from school to school within the same state only general, rather than specific, types of recommendations are made here.

1. Two teams should be assembled. An educator team should be responsible for establishing curriculum, instructional methods and specific needs of the types of students who will attend the school. Another team consisting of architects, planners and engineers should assume responsibility for all aspects of planning and building design. A high degree of communications should exist between the two teams with the lead architect acting as coordinator.
2. Due concern should be exercised in considering potential sites for the school. The selection should be made only after all factors to be considered have been investigated and evaluated on a comparative basis.

3. **The program should be developed through the joint efforts of the educator and architect teams and should include complete statements of the goals and policies of the institution, space needs, and budget.**

4. **Prior to beginning the building design, a long range master plan should be developed. The plan should be required for a totally new campus or even a situation where the school will occupy existing buildings, either on a temporary or permanent basis, along with new facilities to be constructed.**

5. **Flexibility should be a primary requirement in the design of all instructional spaces. Architectural and engineering systems should be designed to permit change to take place as and when needed.**

6. **In planning facilities for learning resources services, consideration should be given to appropriate use of multi-media instructional materials and equipment. The facilities should be flexible and have the ability to adapt to new technologies. Consideration should also be given to central campus location and electrical connection to other instructional spaces.**

7. **The potential for social and cultural development of the students should be recognized. During the programming phase the needs of the students in these regards should be identified. Specific programs should be planned to encourage student participation in meaningful non-academic activities and then appropriate facilities should be planned to accommodate them.**

8. **Therefore, residence halls should be planned with an environment that will raise the aspirations of the students. Recreational and social accommodations should be provided to supplement other facilities planned for non-academic student development. Special thought should be given to appropriate living spaces for the varying age groups of the students.**

9. **Adequate athletic facilities, both indoor and outdoor, should be provided to encourage student participation in formal and informal athletic programs.**

10. **Construction budgets for vocational schools should be consistent with those established for other post-high school educational institutions.**

CHAPTER VII

Employment And Follow-Up Of Students From A Residential Vocational School

Industry now is facing a critical shortage of skilled craftsmen ,and productive technicians. Within 10 years this near void in our labor reserves can destroy industrial growth, limit competitive production, and eventually adversely affect the quality of American life. Today, we are overly concentrating our attention and our dollars on two facets of our manpower resources:

1. **The hard-core unemployed and the economically or socially disadvantaged.**
2. **The true professional or white collar category such as engineers, scientists, teachers, lawyers, etc.**

The entire middle spectrum of our nation's labor force — the skilled craftsman and the productive technician — is being seriously ignored in our educational system. We provide "instant" jobs for the disadvantaged through many programs. We provide excellent colleges and universities for the output of professionals. We do little to train and educate these young people who have the desire, interest, mentality and capability to fill the vocational spectrum in our work force.

Our nation's vocational schools must be expanded and improved to upgrade a larger number of our growing population. Industry cannot provide long-lasting, satisfying careers for the poorly trained. Rapid changes in our complex industrial systems demand a more versatile, adaptable employee who can keep pace with increasingly sophisticated operating, maintenance and production techniques.

The Critical Role of the Residential School

The residential-type vocational school offers the following advantages from industry's viewpoint as a means of training and educating the post-high school age group:

1. **A residential school can attract higher caliber students in greater quantity and better prepare them for long-term productive careers in industry.**
2. **Industry can maintain closer ties with the larger diversified residential schools and insure relevant, real-world training for students.**
3. **The residential school more ideally serves as a crossroad where students can meet employers and open a broader gateway to future job opportunities. Industry inherently is attracted to the student marketplace where they can recruit a broad range of prospects to meet their total needs.**
4. **The product from the residential school has developed social and communication skills since they necessarily have practiced living, working, and cooperating with others. The pride of association, the art of becoming a team member and the elimination of geographical biases are essential elements of job success in industry.**

Student Employment and Job Placement

In a true sense, employment of each student according to individual

skills and interests is the ultimate goal of vocational education. The key to success of any school is the right kind of training resulting in productive job placement that offers long-range opportunities.

A residential school must provide comprehensive job placement services to meet the needs of the school, the employer and the student. While there is no universally accepted ideal plan for placement services, the centralized office under a well-trained placement director has definite advantages. The centralized office offers an all-school concept to the importance of proper job placement, can insure better procedures and provide more economical and efficient operation. Also, it can offer broader job opportunities to students. The centralized office can lead to stronger ties with industry and employers and serve as a good "public relations" office with industry, business and government agencies.

The fundamental elements of good placement services are:

Service to the Student

1. **Provide counsel and guidance to insure that each student has the chance to reach his full employment potential and attain his own individual job goals. Employment orientation should be accomplished in part through advisory boards and field trips.**
2. **Attract employers (industry, business and government agencies) to the campus so that students have a full range of employment opportunities.**
3. **Assist students in preparing their resumes and data sheets to adequately outline their training, job interests, and qualifications.**
4. **Train students to sell themselves to employers and develop full confidence in their abilities.**

Service to the Employer

1. **Provide a central point of contact enabling employers to schedule visits and interview students and make contact with teachers, instructors and administrators.**
2. **Furnish employers with information regarding curricula, training programs, changes in vocational education, availability of students, etc.**
3. **Give employers deeper insight into the school's purpose, develop closer employment ties, and serve as a channel for special needs of employers.**

Service to the Institution

1. **Promote the school and serve as the "public relations" arm of the school with employers, and promote scholarships, equipment donations, speakers and programs for student affairs.**
2. **Supply statistical information to the school's director and administrators concerning employment, geographical job dispersion, in-state retention of students, wage rates being paid, placement problems affecting individuals and the student body, and other job placement data that affect administrative decisions.**

Physical Facilities Needed

A centralized placement center is most ideally located in a building in which student activities are centered in order that students have the

opportunity to check on employment, scan bulletin boards for job leads and become acquainted with placement services. The size of the school will determine the space needed, but each school should have the following minimum facilities:

1. A placement library containing material on career opportunities, company brochures, job descriptions and related data for student reference.
2. A private office for the placement director.
3. Private interview rooms or booths for student-recruiter interviews.
4. Bulletin boards for posting job opportunities and employer visits.
5. Record and storage space, restrooms and phone facilities.

Placement Staff Needed

A full time placement director should assume responsibility for the coordination of the school's placement services. This director must know the school, the students, the faculty and the employers. He should handle campus employment, part-time employment, summer and co-op programs, as well as regular placement. Although he is the central relations-with-industry link for the school, he must encourage faculty-employer contacts.

Adequate clerical help is needed to handle correspondence, maintain files, control interview sign-up schedules, and assist the placement director.

Student Follow-Up Procedures

An important phase of the placement office operation begins after the students have gone to work. It is vital and essential that the school know if its product is meeting the demands and succeeding in the world of work. Good feedback from the students and the employers is necessary for a school to stay up to date, improve its curricula, advance its teaching methods, and improve non-academic student functions.

Additionally, the school should continue to offer job placement services and advice to those who may need to change jobs or enter new fields of endeavor. The school has a continuing responsibility for assisting in lifelong placement and utilization of its students. In many instances, the school should utilize the network of services available through state employment agencies or other state and federal agencies specifically concerned with the placement of experienced and handicapped persons. The placement director should maintain close liaison with both government and civic groups which can aid in specialized placement areas.

RECOMMENDATIONS

1. A residential vocational school must insure good employment opportunities for its graduates, by establishing a fully coordinated Job Placement office to guide students in their search for employment. The placement office should broaden the job horizon for students, provide guidance and supply occupational information.
2. The placement office should be professionally directed to achieve best results for the students, employers and the school. A professional placement director should be responsible for the school's placement services. The director should be a mature, knowledgeable person capable of realistically communicating with students, faculty and employers.

3. The placement office should have adequate clerical help to provide necessary services, and provide a receptionist-clerk with good typing skills to handle standard office duties including employer correspondence, interview scheduling, resume preparation, filing, report preparation, placement analysis, etc.

4. The placement office should have adequate space in a centralized location. The importance of proper job placement can be emphasized by providing attractive quarters including a separate office for the director, with an adjacent waiting room and private interviewing booths or rooms. Restroom, phone and cloak room facilities should be readily accessible.

5. The placement office should be student-oriented and keyed to supplying pertinent employment information and job opportunities. A placement library should be available containing company literature, employment brochures, job descriptions, salary data, and related information covering all training courses offered. Bulletin boards to post job notices and campus interviews should be strategically located at student traffic centers.

6. The placement office should serve as an image-builder and communications center with industry, business, government, and other employers or potential employers. Overt personal actions should be taken to establish and maintain close contact and working relations with employers to expand job opportunities for students. Additionally, the placement office can serve as a focal point for special contacts involving speakers, student programs, tours, equipment needs, consultants and advisors.

7. As a service to students and the school, the placement office should establish follow-up procedures after employment. Feedback from employers and graduates should be systematically obtained to assist in up-dating training needs, detecting weaknesses in "product," and insuring proper placement in productive, rewarding careers. Also, experienced graduates needing to change jobs or locations should be assisted by the placement office.

8. Provisions should be made to handle special problems in accordance with the location of the school, unique interests of students, and limitations or handicaps of certain students. Through the placement office the school should avail itself of services offered by state and federal employment offices, federal agencies, philanthropic organizations and private employment agencies.

9. Students should be assisted in evaluating themselves properly to obtain realistic employment goals. Guidance, counseling and testing services should be available to assist the student in reaching self-determined job objectives. Services of other units of the school should be utilized.

10. Students should be trained to present and sell themselves to an employer and be prepared for the transition from school to work. The placement office should guide students in preparing resumes, writing application letters, conducting themselves during interviews and accepting or rejecting job offers. Insight into what to expect on the job and what an employer wants in an employee should be stressed. Plant visits, industrial tours, visiting speakers, etc., should be arranged to orient students regarding future employment.

APPENDIX A

National Conference Consultants

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APPENDIX B

MAJOR ISSUE NO. 1

Do you feel a residential vocational school is an appropriate institutional media for bringing vocational training opportunities to some of those in need?

MAJOR ISSUE NO. 2

The residential vocational schools are presently serving students from several socio-economic levels. Do you feel that the residential vocational schools should continue to serve approximately the same groups?

MAJOR ISSUE NO. 3

The vocational amendments of 1968 state that the age group 14 to 21 should be considered in planning residential vocational programs. Assuming limited resources, for example facilities, equipment and staff, do you feel that there should be a division of this age group into 14 to 17, and 17 through 21?

MAJOR ISSUE NO. 4

Do you feel that in the main the nine consultants properly reflected the real issues involved in the conference?

PARTICIPANTS COMPLETING QUESTIONNAIRES

REPRESENTING:

Government	**25%**
Industry	**18%**
Education	**57%**
	100%

Educational Representation

Junior College	6%
High School	10%
Technical Institution	24%
Residential Vocational School	16%
Other	44%
	100%

MAJOR ISSUE NO. 1

Do you feel a residential vocational school is an appropriate institutional media for bringing vocational training opportunities to some of those in need?

Participants' Response

YES 99% NO RESPONSE 1%

If yes, would you favor the residential vocational school that is exclusively vocational-technical oriented or the residential comprehensive Junior College and/or Community College? (In both cases the residential school referred to above is not to be confused with an area school that serves only a commuting distance population.)

Participants' Response

Separate Residential Vocational School	84.0%
Junior College and/or Community College	12.5%
No Response	3.5%

MAJOR ISSUE NO. 2

The residential vocational schools are presently serving students from several socio-economic levels. Do you feel that the residential vocational school should continue to serve approximately the same groups?

Participants' Response

YES 87.5% NO 12.5%

MAJOR ISSUE NO. 3

The vocational amendments of 1968 state that the age group 14 to 21 should be considered in planning residential vocational programs. Assuming limited resources, for example facilities, equipment and staff, do you feel that there should be a division of this age group into 14 to 17, and 17 through 21?

Participants' Response

YES 90% NO 10%

If yes, which group do you feel should receive priority?

Participants' Response

Secondary	**17%**
Post Secondary	**67%**
None	**11%**
No Response	**5%**

MAJOR ISSUE NO. 4

DO YOU FEEL THAT IN THE MAIN THE NINE CONSULTANTS PROPERLY REFLECTED THE REAL ISSUES INVOLVED IN THE CONFERENCE?

Participants' Response

No 3.5%

APPENDIX C

National Technical Education Association

A
National Clinic on Technical Education
St. Louis, Missouri
March 26, 27, 28, 1969

Summary Comments Of Discussion Groups On Reports Of National Conferences On Guideline Development

Topic : Residential Facilities
Report Presenter : Wayne W. Miller
Discussion Leader: Arnold H. Potthast
Recorder : Jacob See

The group meeting to discuss the residential facilities felt the following items as top priority considerations in developing the guidelines [for establishing residential vocational schools under Part E of the 1968 Amendments].

1. In the planning of residential facilities there should be a division in in the age groups into the fourteen to seventeen category and the seventeen through twenty-one group. Consideration should be given to the establishment of separate facilities for each group. The age group of seventeen to twenty-one at the post-secondary level should be given priority with the possibility of recognizing another group in the age bracket of twenty-one to twenty-five.
2. The residential facilities should be a separate facility devoted to an integrated program of vocational and technical education. The act should not specify the types of programs to be offered in the residential facility. There should be a broad interpretation to provide the necessary flexibility of meeting the needs of the students in the residential facility.
3. The residential vocational-technical school is an appropriate institution for bringing vocational and technical education opportunity to those who are in need of training and education. The students of the residential facility should be oriented toward vocational and technical education and should be separate from the community or junior college.
4. The residential vocational-technical school should serve students from all social economic levels and should continue on that basis.
5. Every effort should be extended in the attempts to have the residential facility phase of the act funded at least for a pilot school.

One of the concerns that seemed to arise throughout the discussion was the fact that some of the administrators in the states do not have a full appreciation of the role of post-high school technical education as it would relate in the concept of the residential vocational-technical schools. The guidelines should be so written as to enable the development of these residential facilities to meet the specific needs of the people in the area where the facilities will be constructed rather than to have the funds to be used for "business as usual," as might be the case under some of the narrowly defined state plans.

A GUIDE FOR THE DEVELOPMENT OF CURRICULUM
in
Vocational and Technical Education

Division of Vocational Education
University of California
Los Angeles, California
June, 1969

This publication was prepared pursuant to a grant with the Office of Education, U. S. Department of Health, Education and Welfare. Points of view or opinions were developed at a National Conference in Dallas and nine Regional Clinics. They do not, therefore, necessarily represent official Office of Education position or policy.

Developed pursuant to a contract with the
Office of Education
Division of Vocational and Technical Education

by the

Division of Vocational Education
University of California
Los Angeles, California

1969

FOREWORD

The 1968 amendments to the Vocational Education Act of 1963 indicate that the Congress recognized the imperative role of curriculum development in an expanding program of vocational education. This role is complicated by a variety of geographical, educational, and procedural factors. Because progress in vocational education is directly related to curriculum development, the Congress authorized the Commissioner of Education to investigate thoroughly a number of key elements related to curriculum development. Accordingly, the Commissioner of Education, as a part of a total study of the 1968 Amendments, authorized a National Conference for the study of Curriculum Development in Vocational and Technical Education.

The Division of Vocational Education, University of California, Los Angeles, California, planned and conducted the National Conference which was held in Dallas, Texas, March 5-7, 1969. Representatives of the Division of Vocational and Technical Education, Bureau of Adult, Vocational, and Library Programs, Office of Education, assisted generously with planning, evaluation, and review of data from the National Conference. Results of the National Conference were subjected to further discussion and review in nine Regional Clinics, which were held during March and April of 1969.

Participants at the National Conference represented a broad cross section of interests in the public and private sectors and included business, industry, and labor; State and local government; Chambers of Commerce; State and local school boards; the Armed Forces; private schools; vocational educators; commercial publishers; representatives of a number of levels of public education; and the public at large. From this broad background of interest and concern in curriculum development in vocational education, it was possible to construct a consensus representing National, State, and program needs. The opinions of the persons attending the National Conference were supplemented by the opinions of the persons attending the Regional Clinics. The report, therefore, is based upon the considered judgment of many people.

This report is intended to be a guide for all persons concerned with curriculum development in vocational and technical education. Direction indicators, in the form of recommendations, provide a basis upon which curriculum and curriculum materials may be developed, implemented, and evaluated.

The Directors of the National Conference on Curriculum Development were David Allen, Coordinator of Trade and Technical Teacher Education, California State Department of Education, and James R. D. Eddy, Dean Emeritus, Division of Extension, The University of Texas at Austin.

Melvin L. Barlow, Director
Division of Vocational Education
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Los Angeles, California
June 1969

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Chapter I
INTRODUCTION

The major task confronting the Federal Board for Vocational Education in 1917 was the preparation of instructional material. Because curriculums for vocational-technical education did not exist, they had to be created, and there were few models to follow.

The objectives set for the curriculum in 1917 were reasonably clear: to prepare workers for entry into the labor force and to provide the employed worker with opportunities to increase his social, civic, and economic mobility. In other words, the end product was to be a productive worker. These basic curriculum objectives are valid in 1969, but complications have arisen because of the diverse nature of the groups to be served and because of the wide range of occupations included within the purview of vocational-technical education today.

The vocational-technical education curriculum has been responsive to social conditions such as World War I, the great depression of the 1930's, World War II, and the contemporary emphasis upon people who have not been well treated by society. It has also been sensitive to the general state of technology. The dynamism of social conditions and technology creates the necessity for attention to change in the vocational-technical education curriculum. When social and technical changes occur rapidly, as they currently are doing, changes in the curriculum for vocational and technical education are urgent and imperative.

FROM 1917 TO THE AGE OF TECHNOLOGY

At first the major effort in the development of instructional material was undertaken by the Federal Board for Vocational Education. For several years the Board retained a large staff to produce the material representative of the vocational-technical content. Later, when the program grew substantially throughout the nation, this procedure was no longer practical. Teacher educators in vocational-technical education then focused upon "occupational analysis" as a means of helping teachers produce their own instructional material. Curriculum development, in its larger sense, did not exist. In the high school at least half of the day was devoted to general studies, and half was devoted to vocational-technical studies with no more than an accidental relationship between the two.

Teacher-prepared instructional materials, with each teacher responsible for his own materials, worked fine for many years. In some instances even today it is the only way to approach a particular problem. However, as enrollment in vocational-technical education expanded, total reliance upon teacher-prepared materials became a complicated matter. Teacher-education institutions began to stockpile good examples of curriculum materials, and new teachers spent their time updating such materials and adapting the materials to their programs of instruction. Exchange of materials from teacher to teacher, school to school, and State to State became common practice. Within a particular school the teacher was left to his own devices, except in larger districts where assistance was available from curriculum specialists.

Then came World War II, and everything changed. The dramatic instructional materials developed to prepare more than eight million people to work in defense production for the nation created new ideas and desires related to curriculum development. Immediately following World War II, special task forces prepared instructional materials for special areas. A number of States organized curriculum laboratories, and National conferences and workshops were conducted in recognition of the pressing need in the whole area of curriculum development, including a vast expansion in preparation of curriculum materials.

The need for curriculum development and instructional materials continued unabated. The Division of Vocational and Technical Education, United States Office of Education, made valiant attempts to solve some of the curriculum problems, and the publishers throughout the nation made evident their desire to participate in the production of materials. Innovative ideas from a variety of sources were put into practice. Nevertheless, the total effort in curriculum development and in preparation of instructional materials was merely a drop in the bucket.

THE AGE OF VOCATIONAL EDUCATION

In 1961 President Kennedy appointed a Panel of Consultants on Vocational Education to study the total area of vocational education and to report its findings and recommendations. The Panel, in its report *Education for a Changing World of Work,* discussed in some detail the need for curriculum development, the problems involved in it, and the need for preparation of instructional materials. The Panel's recommendations were quite clear:

> It is recommended that the production of instructional materials for vocational courses be recognized as vital to an effective national program and that—
>
> 1. One or more instructional material laboratories be established to produce and distribute vocational instructional materials.
>   a. Programed learning aids, visual aids, and newer methods of the presentation and use of materials should be considered in the production of instructional materials.
>   b. All materials developed should be made available to private publishers for maximum distribution.
> 2. It be a responsibility of the U. S. Office of Education through the Division of Vocational and Technical Education to—
>   a. Establish and administer instructional materials laboratories through contractual arrangements with a State department of education, a college, a university, or a large school district.
>   b. Develop policies for the operation, coordination between centers, production of materials, and distribution of the materials produced in these centers.
>   c. Finance the operation of these centers.
> 3. An adequate quantity and an appropriate quality of instructional supplies, tools, instruments, and equipment be recognized as essential to good instruction. Standards of evaluation should consider the quantity and quality of supplies, tools, instruments, and equipment available.[1]

---

[1] U. S. Department of Health, Education and Welfare, Office of Education, *Education for a Changing World of Work* (Washington, U. S. Government Printing Office, 1963), pp. 240-241.

The intent of the Panel concerning instructional material development was included in the Vocational Education Act of 1963, but it was lost in a listing of other imperatives. The Act did not emphasize the need for the development of curriculum and instructional materials to an extent commensurate with the Panel's expectations. Despite later exemplary efforts of the Division of Vocational and Technical Education, Office of Education, and similar efforts of the States, the actual progress in curriculum development fell far short of expectations and needs.

Five years later, in 1967, the matter of curriculum development came to the attention of the Advisory Council on Vocational Education. The Council supported the Panel's earlier views concerning curriculum and in the general report of the Council, *Vocational Education: The Bridge Between Man and His Work*, the following recommendation was made:

> *IT IS RECOMMENDED, That there be established two to four centers for curriculum development in vocational education.*
>
> At present, some 12 curriculum centers are operated by the States, usually in cooperation with universities. Each of these centers has developed curriculum materials for the occupations most commonly taught in vocational education. Very little time or money has been spent on each of these, the result being that we have many poor sets of materials for teaching the more common occupations. For the less frequently taught occupations, little or no curriculum materials are available. There is need for two or three well-developed sets of curriculum materials for each of the occupational fields. This would give each school a choice, and it would still prevent waste and unnecessary duplication.
>
> Probably 10 times as much money has been spent on curriculum materials for physics (taken by 5 percent of the high school students) as has been spent on the 100 or more occupations commonly taught in vocational education.[2]

The Council's report also provided Congress with guidelines for preparing the Vocational Education Act of 1968. This Act, however, made a special issue of curriculum development in vocational and technical education. Part I of the Act clearly delineates the intent of the Congress and expresses in general terms the intent of the Advisory Council on Vocational Education. The substance of this part of the act is embodied in the following paraphrased statements:

1. Curriculum development is important.
2. The task of developing curriculum for vocational education is complicated in a variety of ways.
3. The purpose of Part I is to provide the ways and means of achieving the desired program of curriculum development.
4. Ten million dollars is authorized for Fiscal Year 1970.
5. The Commissioner of Education has a number of choices to make in order to implement this section; he can:
    a. Make grants to colleges or universities.

---

[2] U. S. Department of Health, Education and Welfare, Office of Education, *Vocational Education: The Bridge Between Man and His Work* (Washington, U. S. Government Printing Office, 1968), p. 209.

- b. Make grants to State Boards.
- c. Make grants to other public or non-profit private agencies and institutions.
- d. Make contracts with public or private agencies, organizations, or institutions.

6. The objectives are as follows:
   - a. To develop and disseminate vocational education curriculum materials.
   - b. To develop standards for curriculum development.
   - c. To coordinate efforts of states and prepare lists of available material.
   - d. To survey curriculum materials of other governmental agencies.
   - e. To evaluate curriculum materials and their use.
   - f. To train personnel in curriculum development.

The total program of curriculum development is complicated by a number of factors such as the varying ability of States to provide appropriate curriculum materials, the obvious possibility of duplicated effort among the States, the large number of occupational areas involved, the curriculum needs of special groups of people, the necessity to update curriculum materials which are currently available, and the preparation of curriculum specialists in vocational education. Despite previous efforts to solve some of these problems, much needs to be done in developing standards and in utilizing the curriculum experience, materials, and processes common to the private sector of the economy. It will not be possible for vocational education to exert its entire efforts toward the solution of some of the contemporary social and economic problems of the nation until more effective procedures are provided to improve, develop, disseminate, and use curriculum materials. With the many complicated factors affecting curriculum development, it is essential to realize that the problems cannot be solved by a single approach.

STRUCTURE OF CONFERENCE

A National Conference on Curriculum Development in Vocational and Technical Education was held in Dallas, Texas, on March 5, 6, and 7, 1969, with more than 240 participants from some forty States, the District of Columbia, and the Virgin Islands. The conference was sponsored and supported by a grant from the United States Office of Education, Bureau of Adult, Vocational and Library Programs, Division of Vocational and Technical Education, to the University of California at Los Angeles. The conference was initiated by Melvin Barlow and planned with the help of David Allen, as conference director, both from the University of California at Los Angeles, and James Eddy, co-director, from The University of Texas at Austin.

The conference addressed itself to the following areas:

- The production and dissemination of curriculum materials.
- The development of standards for the maintenance of curriculum effort.
- The preparation of plans for the coordination of National, State, local, and private sector efforts in curriculum development and production.
- The identification and utilization of the curriculum materials of other government agencies and the private sector.

- The development of criteria for the evaluation and utilization of curriculum materials.
- The preparation of professional personnel in curriculum development.

In conjunction with these objectives, five major papers were presented:

- "Current Trends in Curriculum Theory and Development" by Louise L. Tyler;
- "Development, Dissemination, and Coordination of Curriculum" by Gerald R. Leighbody;
- "Evaluation of Curriculum Materials and Their Use" by James Popham;
- "The Development of Standards for Curriculum Materials" by Byrl Shoemaker; and
- "Training of Personnel in Curriculum Development" by Alberta Hill.

The National Conference was structured to provide for small group discussions immediately following each of the five major papers that had implications for vocational and technical education. In addition, a panel discussed the curriculum efforts of other agencies. The panel discussion group consisted of John P. Walsh, moderator, who reported on governmental agencies; Clifford Welch, who reported on the Armed Forces; Francis L. Goff, who reported on business and industry; and Lawrence Walsh, who reported on private sector publishers. A summary of the National Conference was presented at each of the nine Regional Clinics, which in turn held small group discussions. Materials from the reports of both the National and regional meetings have been used as the basis for this document.

PURPOSE OF THIS PUBLICATION

This publication has been prepared for use by administrators, curriculum specialists, supervisors, and teachers at the State and local levels in establishing and operating programs of curriculum development which are essential to the success of their programs of vocational and technical education. The guidelines represent broad approaches to the many problems of curriculum development since each State and local agency must modify and adapt them to its particular situation. They should serve as "direction indicators" with special notations as to key aspects and problems encountered in the work of curriculum development. The statements contained herein should be used as a basis for reflective thinking and in no case accepted as mandatory.

Chapter II

CONCEPTS AND ASSUMPTIONS

Throughout the National Conference on Curriculum Development the speakers made certain assumptions and set forth concepts which must be understood for a thorough comprehension of their remarks. This *Guide for the Development of Curriculum in Vocational and Technical Education* utilizes the following basic statements in making the contents of subsequent sections more meaningful:

***Curriculum* is defined in terms of the sum of the experiences that a student has under the guidance of the school. A curriculum may contain outlines (that stress or assume the validity of a fixed group of graded and required facts, skills, and activities), curriculum resources, or curriculum guides.**

A major purpose of education is to prepare people to adjust to and improve the present and future society. Vocational education must be considered a part of the total education of an individual because success in a particular vocational area is dependent upon general education as well as vocational education. This implies that vocational education must concern itself with the teaching of basic general knowledge and skills as well as vocational knowledge and skills.

The technological age of today is increasing the demands for all types of vocational-technical education, both for those about to enter employment and those already on the job. Emphasis is also being placed on the development of acceptable behavioral characteristics in all youth. Vocational-technical education can assist in the development of these desirable attitudes, work habits, and personal characteristics that are necessary to live and participate successfully in this society. Curriculum planned on the pre-employment level can never assume the role of education for a lifetime. Education, general and vocational, must be continuous throughout one's life.

A basic right in this country is the individual's privilege of choosing his own occupation. An economic society and the opportunity to participate in its cultural values are dependent upon the satisfactory employment of its members. To facilitate this outcome, social demands and legislative directives have required a commitment of vocational education to planning programs for *all* kinds of people, in *all* kinds of communities, and for *all* kinds of occupations. The charge given to vocational-technical education requires (1) an extensive corps of highly competent curriculum specialists to work continually for the improvement and modification of existing curriculums and to create instructional programs for new occupations and (2) a coordinated program of in-service training to assist teachers in the effective use, evaluation, and further improvement of curriculum materials.

Curriculum development in vocational-technical education is complicated by the diversity of occupational objectives; differences in educational levels, types of programs, and groups served; geographical variations in occupations; and by a wide range of occupations.

Although there are basic principles of curriculum development, competent subject matter specialists are essential when these principles are applied to specific occupations.

Vocational-technical education, while not unique as a discipline, is unique as a program, and this uniqueness is reflected in student goals, curriculum, instructor qualifications, and facilities and equipment needed for the instructional program.

Statements concerning education and curriculum that deserve attention:

- The school's basic function is to facilitate maturity.
- Every individual is worthy of education's thoughts, concerns, and endeavors.
- Little is known, with certainty, about either curriculum theory or curriculum development.
- The ends and means of vocational education have not yet been blueprinted.

All of us have the attitude that "we are masters of our fate" and that we can change the world.

Vocational-technical education must continue to be an integral part of the total program of education. It must work much closer with general educators in the development of a "Career Planning Program" that will assist youth in this very important activity. Career planning should extend from the elementary level through the post-secondary schools. Vocational-technical educators must also work much more closely with business and industry so as to bring into being better training objectives that meet the true needs for successful employment. Each of the following chapters begins with the recommendations for implementation, as developed by the National Conference and the Regional Clinics, followed by a summary of the presentations and discussions.

Chapter III
CURRICULUM DEVELOPMENT, DISSEMINATION, AND COORDINATION

RECOMMENDATIONS

- ***Vocational-technical education curriculums should be an integral part of the total school program.***
- ***Realistic preparation for the world of work must be accepted as a basic responsibility of public education.***
- ***Cooperative planning should be implemented between general and vocational educators to:***
  - ***Examine the total needs of students;***
  - ***Provide for coordination of vocational-technical and general educational programs;***
  - ***Provide for team planning of curriculum and teaching;***
  - ***Provide for the establishment of behavioral objectives for the total educational program; and***
  - ***Insure maximum involvement of administrators.***
- ***Teachers must be involved in planning for curriculum development to the maximum extent possible.***
- ***Curriculums must be concerned with the learning ability, social and economic needs, and maturity of the student as well as the specific training demands of the occupation.***
- ***Objectives should be specific in terms of performance goals, ana criteria should be prepared for evaluating behavioral characteristics.***
- ***Curriculums should permit instruction utilizing a variety of teacher modes applicable to the individual learning needs of the student and should provide for a maximum of generalization and transfer.***
- ***Evaluation must become a continuous part of the maintenance and improvement of the curriculum.***
- ***Development of vocational-technical curriculum must begin with an analysis of the employment requirements and demands.***
- ***Vocational-technical curriculums must be oriented to the individual needs of the varied groups it will serve and must provide for entry into or advancement in different levels of employment.***
- ***States should provide or arrange for in-service teacher-education programs in the effective use of curriculum materials and in the use of the multi-media approach for meeting the needs of diverse groups of students.***

- ***The Office of Education should assume leadership in developing long-range plans for establishing regional and State centers of curriculum development that produce curriculum materials meeting high standards of quality and effectiveness.***

- ***Plans should be developed for the dissemination of information about curriculum materials at the National, regional, and State levels. (Plans must provide for the distribution of curriculum materials to teachers and others that are not available through normal channels.)***

- ***Plans must be formulated for the development of acceptable outlines and formats; a bank of behavioral objectives must be established; efforts must be coordinated; plans for dissemination of information and distribution of curriculum materials should be developed through a series of National conferences of curriculum specialists from the various States.***

- ***The Office of Education should establish specific plans for the overall coordination of the development of curriculum materials. (There must be complete cooperation at the State and local levels to make this effective.)***

INTRODUCTION

A well-planned curriculum, incorporating the multi-media approach for the use of instructional material, will enable the vocational-technical teacher to provide the kind of learning experiences and opportunities for the student to achieve the educational objectives most effectively and efficiently. The curriculum serves as the teacher's road map. It charts the paths of learning that lead to attainment of the desired objectives with a minimum of digression.

The curriculum, no matter how well-planned, will have educational value only to the extent that it is used properly. Hence, curriculum development must always be accompanied by an in-service teacher-education program. A continuing in-service teacher-education program will enable teachers to keep abreast of the changes in instructional content and media. Teachers are generally not curriculum specialists and need assistance in developing their own curriculum materials; however, they must be experts in the use of these materials.

A considerable amount of curriculum material exists about which most teachers have little or no knowledge. Such materials have been prepared by States and local areas with no provisions for making it available nationally. The problem involved in having materials reproduced and speedily made available to *all* vocational-technical teachers focuses attention upon the imperative need for a National dissemination program.

The job of curriculum development, a tremendous task that will never be completed, requires a well-planned system of coordinated efforts. A plan of coordination, to be effective, must be administered nationally.

Regional, State, and in some instances local curriculum development centers must be operated to meet the expanding demands for material. Centers cannot function without competent staffs of professionally trained curriculum specialists and must also have adequate supportive personnel, such as clerks, secretaries, editors, layout specialists, and illustrators. Physical facilities, equipment, and a good library are necessary. The cost of establishing and operating centers will be a limiting factor, and a center should not be established unless it can meet reasonable standards that will permit effective production of curriculum materials.

CURRICULUM DEVELOPMENT

The curriculum is the sum total of the learning experiences for which the school has responsibility. To plan a curriculum means to select, arrange, and sequence these experiences, through the joint decisions of teachers and learners, so that successful learning results. In vocational-technical education, as in other areas, this requires that learning outcomes be clearly defined, in behavioral terms, and suitable evaluative devices designed to measure their achievement. Vocational educators will find this increasingly difficult to do because vocational success in our society is so dependent upon general educational development that the skills of work often cannot be identified from other life skills. A mere laundry list of operations and related technical information that was once considered the standard content for vocational courses is now quite inadequate.

Vocational-technical curriculum planners, like others, must start with basic educational decisions which lead to sound educational policies. These decisions must take into account at least four major determinants: (1) the nature and needs of our society, (2) the nature and needs of the learner, (3) the nature of the learning process, and (4) the nature and role of the teacher.

To serve all who need preparation for work, vocational-technical educators will need to form educational partnerships with business, industry, and government so that more students can receive on-the-job training while they are still in school. The curriculum should be developed to encompass cooperative education programs.

Certain generalized competencies that in the past have not been the responsibility of vocational-technical education have now become so because they are necessary to hold and perform a job. Among these are functional competence in reading, in written and oral expression, and in the use of the basic mathematical and scientific processes. The skill of weighing evidence and forming judgments is required in many occupations; others emphasize social and human relations skills. Many occupations emphasize a combination of all these skills in varying degrees. Therefore, vocational-technical educators must share fully in the development of these skills, and curriculum developers must include them in their planning.

Career orientation and career planning are part of vocational education. The Federal Vocational Education Acts of 1946, 1963, and 1968 have provided funds and authority for vocational-technical educators to enter actively into the area of career orientation, but they have never done so. Now those in the area of vocational-technical curriculum development must make it a matter of first priority.

INVOLVEMENT OF TEACHERS

Curriculum cannot be separated from instruction or from teachers. It has long been customary for vocational-technical teachers to be active in curriculum development, often because they were the only "real experts" in their subjects. More recently, teachers have taken a renewed interest in curriculum decision making, and their active participation is now frequently sought when teacher organizations negotiate privileges and benefits with school authorities. Vocational-technical curriculum development must involve teachers at every stage. Curriculum decisions made by so-called experts and passed along to teachers have seldom found their way into classroom action. The only curriculum a teacher is likely to take seriously is one he has helped to plan. Vocational-technical curriculum improvement, therefore, must be closely coordinated with teacher education and calls for greater involvement of teachers in the development, utilization, and evaluation of curriculum materials. In the future, if vocational teachers are to contribute as they should to curriculum improvement, they must participate, on a continuing basis, in curriculum development.

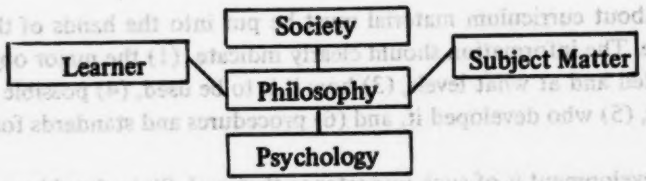
INVOLVEMENT OF OTHERS

The curriculum for today's world of work usually requires an interdisciplinary approach involving teachers of related basic subjects, researchers, and specialists from the field of work. A team approach is often necessary in curriculum development. In many instances representatives of trade or professional groups should be involved from the beginning, and the content should always be validated by advisory groups.

CURRICULUM OBJECTIVES

In developing curriculum objectives it is essential that the values of society and the subject matter content be used as a base for the formulating process. The objectives must be related to the educational level and learning needs of the student. Standards for the attainment of learning must provide for the difference between the student's current level of attainment and the intended level of attainment so that an acceptable norm can be identified when it is achieved. The level of learning attainment eventually achieved by a student is directly related to how well the student's learning level was originally identified and how realistic the instructional objectives were for the particular student.

Three sources of input must be employed in overall curriculum development. These sources relate to the learner, the values of the society in which he lives, and the subject matter demands of the occupation for which he is preparing. These three elements are processed through two screens, philosophy and psychology. The educational philosophy is utilized in order to eliminate inconsistencies and inconsequentialities and to demonstrate relationships to societal values. Psychology is utilized to determine feasibility, compatibility, and the specificity of the instructional objectives to the goals of the instructional program within the complexities of the world of work and the surrounding society. A diagram of the major factors in curriculum development is shown below:



Thus, curriculum development involves the intermeshing of a number of factors that assist in directing students toward realistic goals both in terms of terminal instructional performances and the accumulation of significant characteristics for daily life.

Within the context of the educational goals which are set by the school and designed to be achieved through learning experiences within the curriculum, there must also be instructional objectives that suggest the methods and content of instruction and the standards by which the instruction will be evaluated. The development of these instructional objectives must take into consideration the level of instruction, the kinds of students to be served, and the employment skill demands of the occupation for which training is being provided. The sequencing of instruction and the selection of instructional techniques and media become vehicles by which the teacher and the student interrelate so that each student is provided with appropriate learning activities to fulfill his needs.

By comparing each student with the standards of performance stated in the instructional objectives, it is possible not only to evaluate his achievement but also the original objectives. Thus objectives may be modified and/or instructional methodology and media can be adapted to provide instruction more applicable to the varying needs of the students.

DISSEMINATION OF CURRICULUM MATERIALS

There is a wealth of curriculum material in existence about which most vocational-technical teachers have little or no knowledge. This makes the problem of the dissemination of information about curriculum material as important as that of the actual development. Immediate steps should be taken to collect, classify, and evaluate all curriculum materials pertinent to vocational-technical education and to disseminate this information to teachers. The accomplishment of this large task may require contractual agreements with several regional or State agencies. Until these steps are taken, it will be impossible to determine the current status of vocational-technical education and identify the weak areas.

A plan for dissemination of information about available curriculum materials must include some type of acceptable evaluation of the material itself. After a procedure is adopted, the evaluation could be accomplished through contracts with various educational agencies. The procedure must assure uniformity of evaluation data. Upon completion of evaluation, material having the greatest value for local teachers should be made available to them. To insure this availability may require a central or regional center for reproduction of curriculum material not available from the original source.

Information about curriculum material must be put into the hands of the local teacher as soon as possible. The information should clearly indicate (1) the major objectives, (2) for whom it is intended and at what levels, (3) how it is to be used, (4) possible supplementary resource materials, (5) who developed it, and (6) procedures and standards for evaluation.

Curriculum development is of such importance that each State should establish an office with a full-time staff of one or more curriculum specialists and the necessary supportive personnel. All information and distribution of material should be channeled through that State office to the local level. It is equally important to reverse the process to transmit information from the local level through the State office to the National level when appropriate.

COORDINATION

Nationwide coordination of curriculum effort is an absolute necessity. Fragmented efforts resulting in "plowing the same ground" are both economically inefficient and ineffective in assisting vocational-technical education. A well-conceived and properly administered plan for coordination of effort by one central agency at the National level is necessary for a curriculum development program of the magnitude now envisioned and required for success.

The plan at the operational level in curriculum centers must provide for personnel having comprehensive knowledge of curriculum development and who in addition have competency in specialized subject content areas related to the different instructional levels.

Some curriculum material will always be unique to certain areas or communities, but without complete coordination the degree of uniqueness remains unknown. The mobility of business and industry is such that a business creating a unique condition in one area may expand it into other areas on short notice and thus create the same need again. Coordination is necessary to insure maximum effectiveness in the use of curriculum materials for diverse groups such as the handicapped and disadvantaged, as well as those from the rural, urban, and ghetto areas. Hence the plan for curriculum development must contain a leadership nucleus at the National level so that maximum direction and effort can be emphasized and maintained.

Chapter IV

STANDARDS FOR CURRICULUM DEVELOPMENT

RECOMMENDATIONS

- ***Standards should be formulated immediately for the development of curriculums, broad in scope and covering basic factors, so as to permit a maximum of flexibility in meeting geographical, occupational, and technical variations throughout the fifty States.***
- ***Development of curriculums must be based upon occupational analyses and on preparation for entry into the labor market and/or successful advancement in employment on a career-ladder basis.***
- ***Curriculums must be oriented to the individual needs of the diverse groups they will serve and must provide for entry into employment at different occupational levels.***
- ***Advisory groups must be involved in the planning of curriculums and in validating content material.***
- ***Curriculums must provide for the social and economic needs of the students as well as the necessary skills and related knowledge.***
- ***Subject content in curriculums must be determined by the demands of the occupation for which the training is provided and must be appropriate to the learner's abilities and needs.***
- ***Curriculums should include information as to requirements for physical facilities, equipment, and instructional aids.***

The task of developing curriculum materials is so great that it will take the efforts of all vocational-technical educators working together to meet the more important needs of our ever changing, technological society. For efficient and effective cooperation among all areas of the nation, there must be established some broad standards to which a majority of professional curriculum personnel agree. These standards will substantially assist in producing curriculum materials that not only *can* but *will* be used everywhere in this nation. The development of such standards should be one of the immediate goals of the Office of Education.

The occupational goal of the student should become the center of the instructional program, and the experiences and knowledge necessary to prepare for this goal should become the basis for the curriculum. The curriculum must not be separated from the supportive services including enrichment education, social services, economic support, physical and mental health, and remedial education. The curriculum for vocational-technical education must be organized around the following premises:

- **It prepares for initial job entry and continuing successful employment as a responsibility of public education.**

- It is goal-centered and related to employment.
- It is relevant to the social and economic conditions of our society and to the maturity of the student.
- It provides for successful participation in our society as a citizen.
- It provides for the basic general education that is necessary for successful employment and required by the diverse groups of students being served.

To prepare a youth for entry into an occupation, the requirements for a successful worker in that occupation must be identified. The first step in the process of curriculum development is an occupational analysis to determine the knowledge required of a successful worker, the abilities he must possess, and the behavioral characteristics he must display. A broad pattern for analyzing an occupation where appropriate should include a review of the following major items:

- Occupational practices and skills
- Related science, mathematics, and psychology
- Appropriate equipment, tools, instruments, and materials
- Safe practices and work precautions
- Occupational terminology
- Relevant specifications, charts, tables, graphs, and drawings
- Suitable work habits and attitudes
- Interpersonal relationships
- Physical capabilities

The second step in the process of curriculum development is to organize a course outline which sets forth the title, objectives, and the knowledge, skills, and work habits to be covered by the course. This information is derived from the occupational analysis. The course outline also will suggest prerequisites for entry, level of teaching, and length of time required by the course.

The third step is to develop a course of study from the course outline. It should include:

- A concise statement of purpose of course
- The main divisions with a suggested time limit for each
- A statement of objectives for specific areas of instruction
- A suggested procedure for teaching
- A detailed outline of related information
- The media to be used with particular reference to student motivation
- Activities designed to foster the development of desirable attitudes and work habits
- Procedures for evaluating the progress of students

The development of acceptable curriculum materials should include the following factors:

- Evidence of a reasonable basis for authority
- Assurance of technical accuracy
- Criteria for the adequacy of content or scope
- Provision for adjustment to the educational level of the student
- Organization which provides simple learning units
- Organization for individual and group use
- Provision for individual student response
- Procedures for checking student progress
- Design to insure attractive appearance
- Procedures for overall evaluation of end results
- Organization around the student's goal
- Preparation on an experience-oriented basis
- Assurance of psychological soundness

Curriculum development begins with an occupation's need for a worker and ends with the placement on the job of a student who meets the need satisfactorily.

Chapter V
SPECIAL SOURCES OF CURRICULUM MATERIALS

RECOMMENDATIONS

- ***Collect, classify, and evaluate curriculum materials from all sources through a National clearinghouse.***
- ***Provide comprehensive information to all States concerning curriculum materials available for use in vocational-technical education from special sources.***
- ***Make available curriculum materials which are not obtainable by the public schools through normal channels.***
- ***Maintain a program of constant review, updating information on curriculum material at least every two years.***
- ***Make a study of the ways of cooperating, on the National level, with governmental agencies in the use of the data bank with electronic retrieval system.***

A wealth of instructional material, curriculum guides, and instructional aids are available through Federal agencies, including the Armed Forces, and National professional and trade groups. Much can be learned from the intensive efforts of the Armed Forces in developing instructional units and instructional materials, and they are willing to share these developments with vocational-technical educators. A concerted effort is needed to devise a strategy for the development of interagency coordination and a clearinghouse to make these materials known and available to vocational-technical educators. Knowledge of such material avoids wasteful duplication of effort. To the degree that vocational-technical educators avail themselves of the products of the efforts of others, they will have available more productive time to develop a wider range of materials to meet the needs of society.

The need for rapid retrieval of data by the business-industry community has led to applications of technology in the multi-media area that should be carefully studied by vocational-technical educators as a means of providing the best of current information and instructional materials to assist in the learning process.

Most governmental departments and independent agencies, on the Federal level, either through preparation of materials for in-service staff training or through the development of curriculum materials for their constituencies, have some active or potential inputs that can be utilized by vocational-technical educators. The range of curriculum materials includes course guides, instructional units, instructional aids, audiovisual materials, and information units. A list of potential governmental sources is included in the appendix.

National labor groups have formulated a considerable amount of curriculum material particularly in the field of apprentice training. This material has real value in the

development of vocational-technical programs for apprentices and journeymen. It involves a wealth of curriculum material organized on an individual study basis.

National, professional, and trade associations have developed curriculum material particularly adapted to the specific needs of certain groups. Much of this material should be carefully evaluated for use in pre-employment, part-time, and extension training programs in special areas. These groups usually welcome cooperation with the public schools in the further development of vocational-technical training programs.

A large amount of curriculum material of various types is known to be available. When it is collected, classified, and evaluated, the problem will be to give the vocational-technical teachers rapid access to this information. Business and industry have developed data banks with electronic procedures for rapid retrieval. Study should be made of the possibilities of cooperation on the National level with other governmental agencies in establishing a system of this type.

Chapter VI

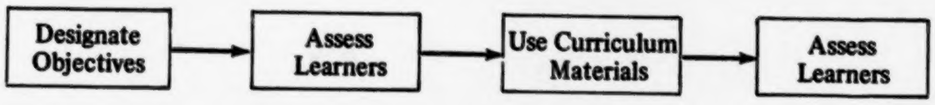
EVALUATION OF CURRICULUM AND CURRICULUM MATERIALS

RECOMMENDATIONS

- ***The development of criteria to be used in evaluation of the attainment of specific performance objectives must be given careful attention.***
- ***Evaluation should involve the classroom teacher, advisory groups, students, and employers.***
- ***Evaluation must be carried on under a variety of actual learning conditions with each of the students.***
- ***Evaluation should be an integral part of the instructional system, eventually broadening, achieving greater depth, and involving more persons and things so that it provides a basis for restructuring the curriculum.***
- ***Evaluation should provide information on each student's development and should be so correlated that instructional emphasis can be adjusted to each student's needs.***
- ***A system must be implemented whereby results of the evaluation of curriculum material by local teachers can be channeled back to the producers, so that the curriculum material can be realistically modified.***
- ***Evaluation must incorporate student follow-ups.***
- ***Evaluation results should provide both verbal and statistical information that evokes confidence in the findings.***
- ***Evaluation of the curriculum and of curriculum material must be given wholehearted support by supervisors and administrators.***

EVALUATION PROCEDURES

The most defensible criterion by which to judge the adequacy of curriculum materials is the degree to which those materials, if used as directed, consistently bring about desired changes in the behavior of the intended learners. Schematically, this approach to the evaluation of curriculum materials can be represented as follows:



A Scheme for Evaluating Curriculum Materials

The first step is either to construct or select a set of operationally stated instructional objectives that the curriculum may reasonably be expected to accomplish. Measures of student performance based on these objectives must also be prepared or selected. The second step is to assess the degree to which the learners can already perform the behaviors delineated in the objectives. This pretest is crucial to establish clearly that, prior to the interaction with the curriculum materials, the learners could not already display the intended behavior changes. The third step is to allow the learners to use the curriculum materials *as directed* by the developer of these materials. The manner of usage is becoming increasingly important, for if materials are to be used with immense variability, we should not be surprised if the results of their use are also tremendously variable. The final step involves posttesting learners to see whether the objectives have been achieved.

EVALUATION BASED ON PUBLISHER DATA

Ideally, the publishers of curriculum materials should supply potential users with (1) sets of behaviorally stated objectives which their materials are designed to accomplish, (2) specific directions for use of the materials, and (3) validation data based on tryouts of the materials with learners whose characteristics are clearly explicated. Then the potential user could judge the similarity between his learners and those in the publisher's field tests and decide whether the probable success seems sufficient to warrant his acquisition of the materials.

EVALUATION BY THE USER

For the time being the user will probably be the one called on to do most of the evaluation of curriculum materials. This will require the identification of specific objectives, suitable measures, and a thorough commitment to an ends-oriented or criterion-referenced approach to evaluation.

CRITERION-REFERENCED INSTRUCTION

Criterion-referenced instruction focuses primarily on the degree to which the learner can perform specified criterion behaviors. For example, in reviewing the adequacy of instructional materials in meeting the established performance goals, the developers decide what to revise on the basis of learner performance data, not according to the judgment of consulting experts. A primary feature of criterion-referenced instruction is directly related to the results of instruction. This reflects an ends-oriented approach to instruction rather than a means-oriented approach.

A TIME-CONSUMING TASK

Identification of the principal deterrent to expanding the extent of criterion-referenced approaches used in the nation's schools is fairly easy. Developing criterion measures of sufficient quality and satisfactory breadth entails too much work for most educators.

Developments regarding the use of behaviorally stated educational objectives may be instructive here.

It has become increasingly clear to those promoting the use of operationally stated objectives that they may be expecting too much to ask already harassed teachers and administrators to generate their own objectives. But though *objective generation* may be too demanding, *objective selection* should not be. If the instructor's task were simply to choose from comprehensive sets of operationally stated objectives those which he wished to achieve, his task would be manageable.

LOCAL OPTION

Under any scheme in which the educator is the selector rather than the generator of objectives, there may be some concern regarding the degree to which the objectives will be "imposed from above." A viable scheme, however, should permit just that—the *selection* of objectives. Local autonomy in the selection of objectives should be an integral part of any objectives selection scheme. The availability of objectives from which to choose should increase the educator's range of alternatives but never decrease his self-direction.

A precise objective can be most helpful when planning an instructional sequence, since there is clarity regarding the anticipated post-instructional competencies of the learner. But an explicit objective becomes even more useful when an instructional sequence is being evaluated. This evaluation can be accomplished by ascertaining the degree to which the objective has been achieved. To perform the latter function, measuring devices based explicitly on the performance objective are needed. A criterion-referenced approach to instruction requires criterion measures.

A properly stated instructional objective must be student oriented, involve specified, measurable terminal behavior, and indicate the conditions under which behavior is to operate. The objective must also be specific and include measurement criterion against which success or failure can be judged. Occupational analysis should be used to insure specificity.

Educators can be encouraged to employ a criterion-referenced scheme in evaluating curriculum materials. The Office of Education should emphasize behavioral objectives for vocational-technical education in its cooperative efforts with State and local educational agencies. The Office of Education should also serve as a catalyst in gaining support for criterion-referenced objectives in evaluation by emphasizing whether the objective is being met, not whether it is relative. It will be necessary to use advisory committees, representative of business and industry, in evaluating criterion-referenced objectives. Teachers should be better prepared to develop specific objectives that relate to terminal behavior through more emphasis on this subject in both pre-service training and in-service workshops. If teachers are to be convinced that the criterion-referenced scheme is better for evaluation, administrators and supervisors must begin by emphasizing the outcomes of instructional evaluation rather than putting primary emphasis on the visible means of instruction.

Producers of curriculum materials can be encouraged to supply better data for evaluation purposes by using a systems approach in the entire area of curriculum development. With the acquisition of improved data, evaluations will provide information for the revision of methods, media, and objectives. Evaluation of this material, however, must be a two-way street, with the producers providing appropriate data for evaluation, and the users returning the results of the evaluation. There must be better training for vocational-technical teachers in evaluating on a result-oriented basis. Agreements with curriculum materials laboratories must contain provision for the development of data to be used for evaluation purposes. Teachers must provide information concerning the results of their evaluation to the producers in order to assist them in revising the data and material.

Follow-up programs on the results obtained from training can be used to provide feedback to curriculum producers. Teachers should conduct student evaluation and follow-up of students employed in the field. Feedback from students as well as follow-up records should be used in evaluation. Teachers, after evaluating curriculum material, should always review the objectives to determine if they are realistic.

The producers generally desire feedback to validate and improve their materials. However, teachers have expressed a concern that the producers may be willing to revise their materials very often because of cost factors. It is hoped that the profit motive will not be the only factor determining revision; ideally, improvement should be made when it is needed. Producers seem to realize that valid feedback comes from the classroom, and they are interested in the manner in which various classroom teachers utilize the materials. Occupational advisory groups assist the local instructor in evaluation curriculum materials under study and should be part of the system for feedback. The producer of curriculum materials should have the major responsibility for providing information for evaluation.

The effectiveness of curriculum material can best be judged by the student's preparation for work and by the employer's reaction to that preparation. Teachers should be required to go into the community where their students are working and find out what is happening. Teacher-education programs should emphasize methods of evaluation and methods of providing procedures with feedback.

INSTRUCTIONAL OBJECTIVES EXCHANGE

If it were possible for school districts to have access to sets of objectives *plus test items* from which they could choose, they could select certain objectives and readily assess the degree to which their instructional approaches were successful. The existence of a pool of test items for each objective would really encourage educators throughout the nation to initiate criterion-referenced instructional strategies.

While the "Instructional Objectives Exchange" approach, if implemented in the fields of vocational and technical education, would facilitate more defensible evaluation of curriculum materials, there undoubtedly remains a prior consideration. The number of influential educators who support this approach to evaluation must first be expanded, for

without vigorous advocacy of newer evaluation schemes, surely the old, inadequate approaches will prevail. For the sake of the thousands of students engaged in the study of vocational and technical education, superior methods of evaluating curricular materials must be adopted.

Chapter VII

PROFESSIONAL DEVELOPMENT OF PERSONNEL IN CURRICULUM ACTIVITIES

RECOMMENDATIONS

- ***A long-range National plan for the training of curriculum specialists should be developed immediately.***
- ***Provision should be made for internships in all ongoing curriculum development programs.***
- ***National and/or regional seminars should be conducted for curriculum development interns.***
- ***States should conduct a continuous program of in-service workshops for vocational-technical teachers that will be related to modification, adaptation, and effective use of curriculum material, including the use of new media that will better meet the needs of special groups of learners such as the disadvantaged or handicapped.***

The shortage of professionally competent curriculum personnel is a limiting factor in all curriculum activities. The problem of developing professional curriculum specialists cannot be solved by a few short courses, conferences, or seminars, but rather a long-range program of advanced study and internships will be needed to adequately cope with the massive shortage of personnel extant. By its very nature the solution will take considerable time to be truly effective. For this reason, immediate attention should be given to planning on a National basis for this type of program. College educators who are specialists in curriculum development and curriculum specialists from existing centers should be brought together to outline the type of program that will best serve the immediate needs for personnel.

Assisting vocational-technical teachers in the development of professional competency in the use of curriculum materials can and should be accomplished by all States through a comprehensive in-service training program. Teacher-education personnel and curriculum specialists working together can implement this proposal. Teacher educators should place more emphasis on the purpose of curriculum materials in their pre-service professional programs for beginning teachers. Attention should be given to the use of the multi-media approach in meeting the needs of special groups of learners such as the handicapped or disadvantaged.

Curriculum development requires multiple competencies, and quite often it is more efficient to use a team approach involving occupational analysis, teachers, scholars from supporting disciplines, administrators, and researchers working together. The curriculum specialists must:

- Have the ability to organize and coordinate the work of a team in a manner that will produce an effective curriculum.

- Have a knowledge of the various theories related to curriculum development, possess the ability to compare and analyze different theories, and be able to create adaptations for use in vocational-technical education.
- Have the capability for diagnosing the present and projected needs of the learner. (The diagnosis may entail occupational and job analysis; a complex extrapolation of economic trends; a survey of employment opportunities; or research designed to identify factors affecting the total development of the learner, including his ability to function effectively as a member of his family and community.)
- Have the ability to make competent judgments as to the validity and importance of content material. (In this area he must have the ability to use effectively representative advisory groups in determining the essentiality of content material and the validity of objectives.)
- Have a comprehensive understanding of the sociological and psychological principles of learning. (Of greater importance is the necessity for a thorough understanding of the application of these principles to the varied needs of a diverse learning group.)
- Have the ability to develop objectives in behavioral terms. (To be effective, the curriculum specialist must interpret performance goals in ways that communicate the intent of the program to all concerned.)
- Have the capability to organize content and learning processes into sequential activities that facilitate the achievement of the objectives.
- Have the ability to develop procedures for measuring the learner's progress and for providing the learner with feedback.
- Have the ability to translate objectives and instructional procedures into plans for materials and facilities.
- Have the ability to design and conduct research programs which will assist in testing and evaluating the materials in terms of the end results.
- Have the acumen and be acquainted with the dynamics of social-political action in order to implement curriculum change and thereby overcome inertia or resistance to change.

The need for highly trained curriculum personnel is so critical that emphasis must be given to preparing leaders from among educators who have potential but lack the necessary background. Experience in other fields lends support to the use of intern programs in which the potential leader actually performs as a curriculum specialist, making decisions which can be evaluated with the help of a clinical advisor. Internships of several months or a year, patterned after the internships of the National Association of Secondary Principals, would increase the output of present leaders as well as train additional personnel. Interns might conceivably work under the direction of persons such as occupational supervisors in the State departments of education, teacher educators in colleges and universities, or curriculum directors in vocational-technical schools. Interns might also serve as assistants to educational consultants or editors in publishing or educational media companies.

Short, in-service experiences can greatly extend the total curriculum capability among vocational-technical educators. Teachers can be asked to teach other teachers; prospective leaders may be given opportunities to work a day or week with a team studying occupational opportunities, evaluating curricular materials, or planning new facilities. Experiences which help move people into curriculum leadership roles do not occur without administrative structures for identifying and encouraging potential leaders, for providing guidance, and/or financing costs. Even more important are imagination on the part of current leaders and faith in the potential of the novice.

Experience in preparing curriculum material alone is not sufficient for training curriculum leaders. Practice needs to be coordinated with guidance and additional study; internships are most meaningful when planned as an integral part of advanced study. The levels of curriculum competency needed by those making major decisions in vocational-technical education will be best achieved in advanced studies or graduate programs. Intensive study of the psychological and philosophical bases or curriculum theories and rigorous preparation for curriculum research must be part of the training program for curriculum developers and leaders.

Chapter VIII

NATIONAL IMPLICATIONS

RECOMMENDATIONS

- ***Immediate priority should be given to the establishment and implementation of a nationwide plan for training curriculum specialists.***
- ***All vocational-technical curriculum materials now in existence must be collected, classified, and evaluated.***
- ***National standards for the development of curriculum materials should be established to provide uniformity of procedure, style, and format.***
- ***Plans should be implemented for the dissemination of information on available curriculum materials to all teachers.***
- ***Procedures should be developed for making available to teachers curriculum materials that cannot be obtained through normal channels.***
- ***Plans must be formulated for establishing and operating regional and State curriculum centers that meet standards for insuring efficiency, effectiveness, and quality of work.***
- ***Priority should be given to the development of plans which may be used by the States in conducting or securing continuous programs of in-service training to prepare vocational-technical teachers in the better use of curriculum materials.***
- ***Plans must be implemented for the coordination of all curriculum activities.***

The single most important factor determining what will be taught is the curriculum and the materials accompanying it. Results obtained from utilization of curriculum materials will vary in accordance with the teacher's ability to use them effectively. The immediate need for rapid expansion of the total program of vocational-technical education cannot be met until an adequate program of curriculum development is in continuous operation.

The number of professionally competent curriculum specialists is very limited; and, until many more such persons become available, the total program of curriculum development will be prevented from expanding so as to better meet the needs of vocational-technical education. Training of these specialists is not a matter of a few short conferences but entails a planned program of advancement study in conjunction with some type of internship. Since this takes time, it becomes imperative to initiate a nationwide program of training at the earliest moment. The Office of Education must provide leadership in the development of plans for this project. It is recommended that in the future all contracts for the development of curriculum materials carry provision for internships.

The amount of curriculum material pertinent to vocational-technical education is very large, but the actual size is unknown at this moment. It is essential that the actual amount be ascertained before initiating a widespread program of development. The task of collecting, classifying, and evaluating this material is certainly a large one and quite possibly will have to be done on a regional basis through contracts with existing curriculum centers or State institutions of higher education. Until there are definite statements concerning the amount of material in existence and the extent to which it can be used, an expanded program of curriculum development cannot be very effective or efficient.

Standards for the development of new curriculum material must be established to provide uniform procedures that will insure quality, proper style, and acceptable format. These standards should also encourage more widespread use of the curriculum material throughout the nation. A program for establishing the necessary standards should be inaugurated immediately. Consultation with curriculum specialists, supervisors, teacher educators, and teachers should be utilized in the development of these standards.

Implementation of plans for disseminating information concerning available curriculum material will help local teachers to meet present needs in vocational-technical education. Plans must provide for this information to reach the local teacher at the earliest possible moment. Information should indicate the specific occupation with which the material is concerned, the level of instruction for which it is intended, the prerequisites for entering students, the necessary facilities, instructional aids, and an overall evaluation.

Much of the curriculum material now in existence is not available to teachers throughout the nation because of restrictions established by the original producer. It will be necessary for the Office of Education to develop plans for reproducing such material and to arrange for its availability to local teachers everywhere.

Many more curriculum centers will be needed to develop materials for vocational-technical teachers. In some cases a regional center will best serve an area, and in other instances State curriculum centers will be necessary. In a few of the very large cities a local center may be justified. However, in order to conserve available funds, only those centers that can meet certain standards for insuring quality of work, proper supportive staff, and adequate professional personnel should be established. Uniform performance criteria for curriculum centers must be developed to insure the best use of monies.

A National goal should be set to provide present teachers with better instruction in the use of curriculum materials, especially in the multi-media approach, so as to meet the needs of diverse groups of youth. The Office of Education should encourage States to develop continuous programs of in-service teacher education to meet this goal.

Any program as comprehensive as the development of curriculum materials must be closely coordinated so as to prevent the duplication of effort and to insure efficiency. Coordination must be on the National level, but the States must cooperate if the program is to be successful. This objective requires the cooperation of *all* groups and individuals involved in developing curriculum materials.

The task of vocational-technical curriculum improvement remains large, but its dimensions are not so much in size as in quality and direction. To meet its responsibilities, vocational-technical education will need to do more than just serve additional people. Those involved in curriculum structure and modification will have to re-evaluate their purpose and realize that time-honored goals must be relevant in today's world and in the world of tomorrow if these goals are to be achieved. Not just more, but different and better, vocational-technical education will be required for the achievement of these goals. New resources are available for accomplishing this task, and they must be used wisely. The task demands reforms and sharp departures from the past, not so much in goals as in the means for attaining them.

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APPENDIX A

GOVERNMENTAL AGENCIES WITH POTENTIAL RESOURCES FOR VOCATIONAL AND TECHNICAL EDUCATION

Major Departments:

- Department of Agriculture
- Department of Commerce
- Department of Defense
    - Air Force
    - Army
    - Navy
- Department of Health, Education and Welfare
    - Office of Education
    - Office of Rehabilitation Service
    - Public Health Service
    - National Institute of Health
    - National Institute of Mental Health
- Department of Housing and Urban Development
- Department of Interior
    - Bureau of Indian Affairs–DVE
    - Water Pollution
- Department of Justice
    - Federal Bureau of Investigation
    - Police Training Bureau
    - Bureau of Prisons
- Department of Labor
    - Manpower Administration
    - Bureau of Employment Security
    - Bureau of Apprentice Training
- Post Office Department
    - Postal Services Institutes
- Department of State
    - Agency for International Development
- Department of Transportation
- Treasury Department
    - Bureau of Internal Revenue

Independent Government Agencies:

- Executive Branch Offices
    - Atomic Energy Commission
    - Civil Service Commission
    - Federal Aviation Agency
    - National Aeronautics and Space Agency
    - Office of Economic Opportunity
    - Small Business Administration
- Government Printing Office–Bibliography of Publications

APPENDIX B

SUGGESTED STEPS IN CURRICULUM DEVELOPMENT, MODIFICATION, AND IMPROVEMENT

I. PRELIMINARY OPERATIONS
  A. Identify needs for trained people.
    1. Requests from a business or trade association.
    2. Data from Employment Security Office.
    3. Data from community surveys.
    4. Data from local directories.
    5. Information from State Vocational Department.
  B. Identify student needs.
    1. Determine student population to be served.
    2. Determine student interest in proposed program.
    3. Determine concomitant student educational requirements in relation to program being planned.
  C. Identify feasibility for operating program.
    1. Determine fiscal requirements.
    2. Determine adequacy of instructional facilities and equipment.
    3. Determine adequacy and availability of appropriate staff.
    4. Determine health and safety standards of operation.
    5. Determine availability of supporting facilities needed to insure effective training.

II. PROGRAM PLANNING
  A. Develop advisory and consultative groups.
    1. Identify appropriate knowledgeable individuals who can provide occupational advisory service to the school.
    2. Select an advisory group and identify with them their duties and responsibilities.
    3. Utilize advisory group in developing program content, evaluation techniques, student requirements, and assisting in public relations.
  B. Create instructional staff.
    1. Identify individuals who have qualifications to teach the instructional content.
    2. Select teachers with advanced experience and interest in becoming teachers.
    3. Select para-professional staff members when required by instructional program.
    4. Select para-educational staff members from other disciplines to assist in the development of course content.
  C. Develop student selection program.
    1. Establish student goals.
    2. Develop counseling program.
    3. Provide for follow-through and follow-up.

D. Obtain required facilities.

1. Determine appropriate equipment, supplies, and materials required by instructional program.
2. Establish a plan for the purchase of necessary equipment and materials.
3. Establish an equipment maintenance and replacement program.
4. Develop an instructional flow and environmental control plan for the location of equipment that will promote effective learning.

E. Develop evaluation system.

1. Determine appropriate evaluation techniques that will provide continual reference to the degree of effectiveness of the instructional program.
2. Establish a system of check points to provide proper feedback between the instructional program and those assisting in evaluation of it.
3. Develop possible alternatives to meet changing conditions and to provide for motivation of special groups of students.

III. CURRICULUM MATERIALS DEVELOPMENT

A. Develop instructional content.

1. Use an occupational analysis to determine the skills, knowledge, work habits, and attitudes required by the occupation.
2. Check results of analysis with the advisory group for suggestions as to degree of attainment, student performance goals, and the division of time.
3. Sequence instructional flow into course outline.
4. Review performance goals with interdisciplinary teachers.
5. Develop course of instruction containing instructional materials, evaluation units and delineating required equipment, audio-visual aids, and the use of other media in providing for the needs of diverse groups.

IV. CURRICULUM OPERATION

A. Utilize course of instruction.

1. Have student utilize all possible media in individual instruction, small group discussions, and presentations to whole class.
2. Maintain a continuous evaluation of each student's progress in terms of the stated student performance goals.
3. Provide for the discussion of evaluations with the advisory group at stated intervals and determine modifications that should be made in student goals.
4. Establish proper contacts with employers after job placement so as to better determine strengths and weaknesses of program and to feed back this information for program evaluation.

V. CURRICULUM MODIFICATION

A. Maintain curriculum currency.

1. Establish and maintain a system for continuous input concerned with changing occupational needs.
2. Integrate occupational need requirements with changing student needs and evaluative results from the instructional program into a designated plan of action that permits modification of the curriculum, instructional material, and media.
3. Develop or obtain programs of in-service activities designed to enhance the professional abilities of the staff members.
4. Re-do the cycle using applicable steps beginning with III.

A GUIDE FOR THE DEVELOPMENT OF
CONSUMER AND HOMEMAKING EDUCATION

Department of Home Economics Education
College of Agriculture and Home Economics
University of Nebraska
Lincoln, Nebraska

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FOREWORD

The National Conference on Consumer and Homemaking Education was one of a series of National Conferences held to consider the many new challenges of the Vocational Education Amendments of 1968, and to assume responsibilities for program redirection and expansion of the various categorical programs identified in the legislation. More specifically, the overall objectives of the conference on consumer and homemaking education were (1) to review Part F—Consumer and Homemaking Education of the Vocational Education Amendments of 1968 and consider implications for home economics education programs, (2) to examine some of the needs, problems and concerns of persons the programs are designed to serve, and (3) to suggest a variety of alternatives for expansion and redirection of programs. The major outcome was to give suggestions for strengthening and expanding state and local programs of consumer and homemaking education.

Prior to the conference, a committee of persons (a task force) met to develop conference plans. Members of the committee were designated to prepare for presentations at the conference. Dr. Hazel Anthony, Head, and Dr. Shirley Kreutz, Associate Professor, Home Economics Education, University of Nebraska, served as conference leaders.

The conference was organized to proceed from general background knowledge to specific suggestions for the implementation of consumer and homemaking education programs.

The first presentation was a symposium which described Section F, Consumer and Homemaking Education, as one resource along with a number of other parts of the amendments to be used to develop Vocational Education programs to more adequately serve the needs of all people and to accomplish the purpose of the Amendments.

The symposium members were: Dr. Berenice Mallory, Division of Vocational and Technical Education, U. S. Office of Education; Dr. Aleene Cross, Department of Home Economics Education, University of Georgia; Miss Mary Allen, Public Information, American Vocational Association; and Miss Ruth Stovall, State Supervisor, Home Economics Education, Alabama.

The ideas advanced by the panel members are paraphrased in the section entitled "The 1968 Amendments: A Challenge to Consumer and Homemaking Education" in this bulletin.

With that orientation the remainder of the conference program was designed to focus on considerations that need to be made so that state planning will encourage forward-looking programs.

Specialists in various fields of study gave presentations concerning principal issues raised in Part F. Mrs. Zelda Samoff, Director, Social Welfare Program, Temple University, spoke of Persons to be Served in the Inner-city and Urban areas; Mr. Earl Pippin, Executive Vice President, Alabama Consumer Finance Association, Montgomery, Ala. directed his attention to persons who are the Rural Poor; Dr. Dorothy Larery, Professor, Department of Family Economics and Management, School of Home Economics, University of Nebraska at Lincoln, described Consumer Information Needs of Families; and Dr. C. Raymond Anderson, Department of Secondary Education, University of Maryland, spoke of the School's Role in Consumer Education.

Conference task force personnel gave the following working papers. Expansion and redirection of consumer and homemaking education programs to implement the provision of Part F of the Vocational Education Amendments of 1968 for (1) in-school youths, (2) out-of-school youths and adults. The third paper suggested ways of working with individuals, agencies and groups for attaining the educational programs described. The fourth and fifth papers treated expansion and redirection of ancillary services and activities to assure quality in all homemaking education programs and program evaluation, respectively.

The task force personnel presenting the papers were:

Margaret Barkley, Chairman, Home Economics Education, Arizona State University, Tempe, Ariz.

Marie Huff, Director, Home Economics Education, State Department of Education, Jefferson City, Mo.

Mary Lee Hurt, Specialist, Bureau of Research, U. S. Office of Education

Jerline Kennedy, Consultant, Home Economics Education, Dallas Public Schools, Dallas, Tex.

Phyllis Lowe, Chairman, Department of Home Economics Education, Purdue University, Lafayette, Ind.

Margie Lowrance, State Supervisor, Home and Family Life Education, State Board For Vocational Education, Olympia, Wash.

Gwendolyn Newkirk, Head, Home Economics Teacher Education, North Carolina College, Durham, N.C.

Patricia Ott, City Supervisor of Home Economics Education, Sioux City Public Schools, Sioux City, Ia.

Polly Reulein, Director, Family Life Education Center, Toledo, O.

Copies of the working papers were disseminated at the conclusion of each presentation. Small group sessions were scheduled to meet three times during the conference. The purpose was for participants to draw on their expertise in examining the approach, the content of the working papers and to make suggestions for revisions.

The final presentation of the conference was a symposium presenting Dr. Margaret Alexander, Mrs. Clio Reinwald, State Supervisor of Home Economics, Arizona; Mr. V. E. Robinson, State Director, Vocational Education, Missouri; Mr. Cecil Stanley, State Director, Vocational Education, Nebraska, and Dr. Virginia Trotter, Associate Dean, College of Agriculture and School of Home Economics, University of Nebraska. They discussed the challenges and problems in the administration and supervision of Part F, Consumer and Homemaking Education.

The task force remained at the conference center for two and one-half days after the conference to rewrite the working papers in light of suggestions advanced in small group sessions.

A summary report of the National Conference on Consumer and Homemaking Education was given at Regional Clinics on Vocational Education held in April. The working papers were also distributed and discussed at the clinics, and suggestions given were considered in preparing this Guide.

USE OF THE BULLETIN

The purpose of the National Conference on Consumer and Homemaking Education was to develop suggestions for expanding and redirecting state and local programs. Topics were chosen to help participants examine ways on-going programs could be changed and new programs developed to provide relevance and fulfill the intent of the 1968 Amendments to Vocational Education.

Home economics has had a history of concerted attempts to change programs to meet the needs of the time and to incorporate new and better ways of providing useful programs. During the depression and again in World War II programs were undertaken to help people meet the scarcity of money and material resources that affected the family living unit. Over the years home economics has rather successfully coped with meeting the needs of slow learners and rural poverty. In the teaching-learning situation it was a pioneer in utilizing the problem-solving methods of meeting daily life needs. It used the laboratory methods and expanded the laboratory into the community to make the teaching-learning situation more meaningful to students. It was among the first subject matter fields to utilize specialists in their fields of study to help examine curriculum for the significant concepts to be communicated and to develop a statement of the concepts appropriate for secondary school home economics programs.

Even so, there is evidence that indicates far too many homemaking programs are not focused on life as it is really lived today. It is time once again to face up to the challenges posed by our current social problems by expanding the consumer education aspect of the homemaking program to meet the needs of families in different situations.

The conference dealt principally with how to expand and redirect programs. It was acknowledged that the selection and organization of content is also vital to the strengthening of these programs. Subject matter was the focus, however, of a previous series of conferences which produced the material contained in the document Concepts and Generalizations: Their Place in High School Home Economics Curriculum Development.1/ It is recommended that this bulletin, Suggestions for Examining and Redirecting State and Local Programs for Consumer and Homemaking Education, be used in conjunction with that document for a comprehensive view of means for expanding and redirecting the homemaking program.

THE 1968 AMENDMENTS: A CHALLENGE TO HOMEMAKING EDUCATION

When the 1963 Vocational Act was passed, it was helpful to describe the contribution of the home economics program as being two-pronged. One phase was preparation for homemaking, the other for wage earning. The 1968 Amendments do not seem to change this but they do place emphasis on still another aspect of home economics, namely consumer education. As vocational education programs are being developed in states, home economics educators will be working to identify and plan total programs that give consideration to all these goals. Undoubtedly, some of the youths and adults who are reached through consumer and homemaking education offerings will need help to get into job training programs. They may prepare for occupations that use home economics knowledge and skills or they may prepare for occupations in other fields of vocational education. No matter what the occupation, however, the man or woman who is well-prepared to assume homemaking and family responsibilities will be more employable and will be better prepared for the dual role of homemaker and wage earner.

Section F, Consumer and Homemaking Education, the major focus of the conference, is one resource, along with a number of other parts of the 1968 Amendments, that can be used to help develop Vocational Education programs which more adequately serve the needs of all people.

"Consumer and Homemaking Education" as defined in the proposed Regulations for use by State Boards for Vocational Education means education designed to help individuals and families improve home environments and the quality of personal and family life, and includes instruction in food and nutrition, child development, clothing, housing, family relations and management of resources with emphasis on selection, use and care of goods and services, budgeting and other consumer responsibilities.

1/CONCEPTS AND GENERALIZATIONS: THEIR PLACE IN HIGH SCHOOL HOME ECONOMICS CURRICULUM DEVELOPMENT. Washington, D. C.: American Home Economics Association. 1967.

The law states that Federal funds paid to a state will be expended solely for educational programs which are related to the following purposes:

"(1) Educational Programs which –

A. Encourage home economics to give greater consideration to social and cultural conditions and needs, especially in economically depressed areas

B. Encourage preparation for professional leadership

C. Are designed to prepare youths and adults for the role of homemaker, or to contribute to the employability of such youths and adults in the dual role of homemaker and wage earner

D. Include consumer education programs

E. Are designed for persons who have entered or are preparing to enter the work of the home.

(2) Ancillary services, activities and other means of assuring quality in all homemaking education programs, such as teacher training and supervision, curriculum development, research, program evaluation, special demonstration and experimental programs, development of instructional materials, provision of equipment, and state administration and leadership."

In encouraging home economics to give greater consideration to social and cultural conditions and needs, especially in economically depressed areas, the word "greater" would seem to be a recognition that home economics was already doing this, but also a directive to do more, especially in the poverty areas. Someone once said that only when a problem can be counted do citizens begin to think it counts. Since the beginning of mankind, poverty has been one of the social evils and today the extent of it can be measured. The United States Government is now committed, and has been for some time, to help eliminate the hard-core poverty of some 9,000,000 American families. During the depression and during the critical war years, home economics helped families conserve and utilize their resources, both human and material. Home economics is a field of service that has the knowledge and skill needed by the disadvantaged to help lift their level of living. The profession can help improve social and cultural conditions, especially in economically depressed areas, and Congress is so serious about this part of the amendments that they included a "set-aside" of the funds for this purpose. The amendments provide that at least one-third of the Federal funds made available under Part F shall be used in economically depressed areas or areas with high rates of unemployment for programs that are designed to assist consumers and help improve home environment and the quality of family life. The law further provides 90 to 10 matching for such improvements.

A second challenge of amendments was to encourage preparation for professional leadership. This terminology gives the field direction to do more emphatically what it has always done. It is hoped that every professional home economist has tried to encourage girls interested in professions to enter one; this is what professional leadership means. Youths should be encouraged to pursue a home economics career if they are inclined to do so. Perhaps people in the field have not done as well in encouraging youths to choose home economics-related occupations as they have in relation to the profession. With the occupations being what they are and professional opportunities expanding as they are, there is an obligation to help boys see that they, too, have a place in the occupational field of home economics.

The Future Homemakers of America organization has always had, as one of its emphases, encouragement of preparation for professional leadership. At least two of the projects in the new program of work provide opportunity for this kind of encouragement. Each area of home economics provides a basis for at least one occupation and one profession that would directly relate to that area of instruction.

Knowledge of professions and occupations not only helps a youth choose a given line of work but it also gives anyone choosing not to enter a particular field greater appreciation for the worthiness of such occupations.

Another purpose of the legislation deals with the dual role of the homemaker-wage earner. More specifically the legislation calls for an educational program which "is designed to prepare youths and adults for the role of homemaker or to contribute to the employability of such youths and adults in the dual role of homemaker and wage earner." There are four ideas in this part that ought to be underlined and kept in mind. It does not say girls and women but youths and adults. The terms "employability" and "dual role" are also noteworthy. These are more or less new to home economics and indicate a needed focus not found previously in many home economics programs.

When considering the meaning of employability from the standpoint of home economics, it would seem to denote personal qualities that will help insure job success. For those who think such personal qualities are unimportant for employment they need only to review the literature showing why people lose jobs. The married woman, especially, needs the ability to manage a home and family so she is free of concern during the hours of employment.

The focus of home economics education has been traditionally preparing girls for the occupation of homemaker. Now it is being asked to focus upon the dual role and upon employability; and this concept seems to be as applicable to men and boys as it is to girls and women. This may mean an expansion in a direction that some have long thought desirable. If more and more women are going to be employed, it seems inevitable that men are going to have to assume a dual role also. Home economics has a great deal to contribute to making youths and adults more employable as they assume the dual role.

Another challenge is to strengthen the emphasis on consumer education in the home economics program. Consumer education is a common thread that runs through all home economics programs. The chief concern is in helping consumers (youths and adults) solve problems that arise in the areas of feeding, clothing and housing the individual and the family, rearing children and maintaining satisfying human relations. Home economics needs to be concerned with the wise use of the individual and family income and other resources. Nearly all states and many cities have curriculum resource guides for home economics which teachers use when planning instructional programs. These guides do include consumer education approached in two ways: as parts of various units and courses and/or as separate units and courses with titles such as, Consumer Management and Consumer Problems. It is known that teachers use these guides extensively but little evaluation has been made of their effectiveness. There is a need to know more about the offerings, about the extent to which they serve boys as well as girls, and more attention needs to be given to consumer problems in all instructional areas of homemaking. Also it is important to keep in mind the unique dimension of consumer education as a part of home economics; namely, that consumer decisions should be made in the context of goals for improving the home environment and the quality of family life.

The interest today in giving emphasis to consumer education in school programs is most gratifying. Part F of the Vocational Education Amendments is one more evidence of the interest. Some states are exploring plans for programs in which various subject areas, such as business education, social studies, home economics and others are working together to strengthen consumer education for all students.

The last category stated in the purposes of Part F of the 1968 Amendments is ancillary services. Again to quote from the amendments they are "activities and other means of assuring quality in all homemaking education programs." A variety of ancillary services are needed. They are teacher training and supervision, curriculum development, research, program evaluation, special demonstration and experimental programs, development of instructional material, provision of equipment and state administration and leadership.

It has been said that a profession could not ask for more opportunity or challenge than has been provided in this particular section of the amendments. The field should be very optimistic and excited about its future.

IMPLICATIONS AND RECOMMENDATIONS FOR THE EXPANSION AND REDIRECTION OF CONSUMER AND HOMEMAKING EDUCATION PROGRAMS TO IMPLEMENT THE PROVISIONS OF PART F OF THE VOCATIONAL EDUCATION AMENDMENTS OF 1968

Papers prepared by the task force and revised in light of suggestions from the national meeting and the regional clinics focus on ways of implementing programs for in-school youth, for out-of-school youth and adults. The third paper suggests ways of working with individuals, agencies and groups for attaining the educational programs described. The fourth and fifth papers, respectively, treat expansion and redirection of ancillary services and evaluation for assuring quality in all homemaking education programs.

I. PROGRAMS FOR IN-SCHOOL YOUTH

Enrollments in homemaking education programs in many schools throughout the country are limited to girls and the largest enrollments occur in the eighth, ninth and tenth grades. Many teachers make a real effort to adapt the curriculum to the socio-economic and cultural backgrounds of the students and their families. Large numbers of teachers, however, teach middle class values and practices and fail to communicate with either those students from depressed areas, or those from upper socio-economic backgrounds.

If consumer and homemaking education programs are to reflect social and cultural conditions and needs, especially in economically depressed areas, certain questions need consideration. Do teachers know and relate to these conditions and needs? Do present curriculums assume family activities and values which are non-existent in other than middle class homes? How can learning activities help meet individual needs in a group of students with heterogeneous life situations? Should there not be more special services for youths from depressed areas? Does a need exist for increased teacher-home relationships and if so, how might these be established? How can homemaking education programs be extended at the post-secondary level?

National concern for providing consumer and homemaking education for individuals in depressed areas calls for greater understanding of personal and family needs, such as the following:

- **Many youths from depressed areas are responsible for care of young children and aged persons in the home and for discharge of many homemaking responsibilities. They may be involved with family problems relating to divorce, desertion, lack of privacy, poverty, unemployment, chronic illness, mental or physical handicaps, delinquency, malnutrition, sanitation, lack of employment skills, underdeveloped reading, communication and computational skills.**
- **Family patterns differ in respect for formal education, in child-rearing practices, sex or domination roles, control of behavior and the relationship to ancestors and kinfolk.**
- **Cultural groups tend to be loyal to the culture, hypersensitive to criticism by persons outside the culture, supportive of a group code of conduct and to resist superimposed change.**
- **Youths from depressed areas have expressed desire for suitable adult models, mutual trust and an opportunity to develop a self-concept of dignity and personal worth. They may feel it necessary to reach adulthood earlier, thus the sense of immediacy to achieve satisfaction related to needs for affection, possession, occupation, recognition and status.**
- **The psychological impact of life in a depressed area affects the motivation, the aspiration and the release of potential of the individual. Students who are hungry, tired or ill have reduced efficiency and interest as learners or as workers.**
- **The environment of the student may lack stimuli that develop verbal, cognitive and perceptual skills essential for success in the traditional educational system and the tools and aids for health, sanitation, good grooming and development of creative talents.**
- **Previous experiences with failure or defeat affect personal experimentation with the unknown, the abstract or the "different" and may affect personal relationships with teachers, cooperation with testing and evaluative procedures and behavior in the classroom.**

Encouraging youths to enter occupations and professions in home economics includes the development of attitudes and personal habits conducive to job success as well as development of varied understandings and skills. Research on causes of employee terminations shows that work in human relations, communications, leadership and group living constitutes a part of education for a vocation. What types of learning activities are appropriate at various age levels to acquaint youths with the career opportunities in home economics? What role can the program of the Future Homemakers of America play in encouraging youths to select occupations or professions in home economics?

In designing programs aimed at preparing youths for the dual role of homemaker-wage earner, a first step is to determine what unique abilities are required of one to fulfill these combined responsibilities. Economic changes affecting the family include the growing percentage of women employed outside the home, the increasing number of older women returning to the labor market, the wide use of credit, the complexity of factors affecting the decision making process, the growing number of women with sizable economic assets, the necessity of many persons to change jobs several times during a lifetime, and the vast inequities in the ability to enjoy and utilize our abundant resources. What should be taught to help understand better the changing roles within today's family? Wouldn't one objective of such programs be to increase awareness of varied and less traditional means for meeting the psychological, economic and social needs of individuals within the family?

Part F of the Vocational Education Amendments of 1968 is entitled "Consumer and Homemaking Education." This indicates that educating students to become responsible consumers should be a part of each program in this area of the school curriculum. Present homemaking education programs include numerous learning experiences related to consumer education. However, it is evident that these must be increased and expanded. How much of the whole of consumer education should be included as a part of homemaking education? What learning experiences in consumer education are appropriate at various levels—elementary, secondary and post-secondary—especially in depressed areas?

The home as the basic unit of society perpetuates the culture, nurtures the development of its members and sets the stage for education, citizenship, personality development and values and attitudes toward other people, institutions and change. The immediate problem is to develop expanded and redirected programs in consumer and homemaking education to help improve home environments and the quality of family life. Present programs will be evaluated in light of changing societal situations and student needs. A few of the many questions that will arise in this evaluation have been cited. The resulting design will provide for the continuation and strengthening of some present programs, the revision of others and the addition of new programs.

Implications For Expansion And Redirection Of Programs

Supervisors, teachers and administrators responsible for state and local planning of consumer and homemaking education programs need to evaluate present offerings in relation to whether (a) they are planned in relation to local social and cultural conditions affecting families; (b) they encourage youths to choose occupations or professions in home economics; (c) they include experiences to prepare youths to assume the responsibilities of a home and family and also wage earner outside the home; and (d) they include the content and learning experiences needed for youths to become intelligent consumers. Consideration needs to be given to both the content and/or organization of the program, to innovations in methods of teaching and to teaching personnel.

Program Development

The organizational patterns for consumer and homemaking education programs will differ in local schools depending upon the background needs of the students and the community expectations. In depressed areas experiences in homemaking and family life may need to be integrated throughout the elementary curriculum. The homemaking teachers may work with the elementary teachers by providing instructional materials or by teaching certain lessons themselves. A semester offering in the seventh and eighth grade can provide further help for these boys and girls with problems of grooming, nutrition, personal relationships and home responsibilities. On the high school level consumer and homemaking programs may include a sequence of three or four full-year comprehensive courses, each including four or five subject areas of home economics, or a comprehensive course may be offered as a prerequisite for semester offerings in child development; consumer education and management; housing, home furnishings and equipment; food and nutrition; and textiles and clothing. A family living course at the upper secondary level focused on the study of human and family development, inter-personal relationships, consumer education and nutrition may meet the needs of many students.

In some schools, opportunities may be available to reach boys and girls in the middle school. Positive attitudes towards eating for good nutrition, use of money, the need for most people to work to earn, stable family life, the roles of each family member and interest in helping at home may be developed with youth of this age.

Students, both young men and young women, for their 13th and 14th year in a technical institute, area vocational school, junior and/or community college need education for responsible family living as a part of the required curriculum. Recent national studies of societal problems conducted by special government committees, private foundations, large companies, church groups, sociologists and others indicate that more attention should be given to a person's education for the dual role of homemaker-wage earner. To effect this education for all students in the 13th and 14th year, the institution head and the faculty members who set up program requirements need to design a structure that will include study of preparation for marriage, the rearing of children and management of resources with emphasis on selection, use and care of goods and services, planned spending and other consumer responsibilities. In order to reach all students such program emphases need to be made available as part of programs for certification and/or associate degree.

Learners, parents, other educators and advisory groups comprised of representatives from agencies, institutions, business and industry need to be involved in all stages of program planning, promotion and evaluation. They may provide guidance in relation to the problems of the homemaker with a dual role, factors affecting personal development and family life in the community, concerns of youth in a changing world and the nature of jobs and careers. The consumer and homemaking aspects of the program need to be planned and coordinated with home economics programs which prepare for wage-earning occupations utilizing home economics knowledge and skills. Those involved in program planning need to learn about the life situations of the youths whom the program is to serve, identifying their needs, abilities, interests and concerns.

In urban depressed areas special programs may be offered which focus on pre-employment experiences to help boys and girls get and keep their first job so they may begin to earn for themselves. A portion of the program would also emphasize how to manage the dual role of homemaker and wage-earner, with special attention being given to family meal management, care of the home, care of children and money management. Boys and girls who enroll in such a course will be encouraged to follow with course(s) and work experiences which prepare them for an occupation which later will offer them opportunities for advancement in the work world.

Since an increasing number of women will be working outside the home, throughout the consumer and homemaking program particular attention needs to be given to the application of management principles and to decisions which will need to be made when time, energy and, perhaps, money are limited to assure family stability and well-being.

Consumer education needs to be expanded and made visible as a part of homemaking education programs. Units may be developed appropriate to the developmental experiences which boys and girls have as consumers, and included in comprehensive courses or as a part of family living courses. In an increasing number of schools a semester course may need to be offered in order for youths to gain the competences needed by consumers in today's market place. In some schools such a course may be taught by a team of teachers from different subject matter areas which include emphasis on various aspects of consumer education.

To encourage interest in preparing for occupations and careers in home economics, separate units on the subject might be included as a part of comprehensive offerings in homemaking. Another alternative would be to include consideration of career opportunities when studying various areas of home economics such as, in child development, foods and nutrition, housing and furnishings. It would be important to include careers which require high school, one or two years of post-high school, a baccalaureate degree and discussion of opportunities for later and horizontal mobility on the job. The program of the Future Homemakers of America also provides an opportunity to give increasing attention to leadership and career development.

Ways of Selecting and Organizing Content and Instruction For Teaching and Learning

Many varied instructional materials and methods of teaching are needed to appeal to and result in effective learning of boys and girls with different social and cultural backgrounds, interests and abilities. The following may offer some suggestions for providing for a variety of learning experiences:

- Include school, home and community related experiences to broaden the cultural and social horizons of the student, to promote appreciation of the environment, increase perspective relative to career opportunities and the work world, and to provide opportunity for enhancing personal dignity and worth.

- Encourage flexible scheduling, extended day, week or term programs; consultation with families; work with community and private agencies concerned with family welfare and work experiences; and the followup of students into work, extended education or marriage.

- Provide exploratory, analytical and work experiences and contacts with organized agencies and industry which will further the educational objectives of the student and complement the work of the school.

- Make a sincere effort to discover and know the student as an individual, his interests in sports, hobbies and reading; artistic, poetic and musical activities; his dislikes, his leisure time pursuits and his potential for salable skills. Relate interests and abilities to class, home and community learnings by giving a variety of opportunities for achieving common class learnings. It is possible to write a verse, invent a game, compose a song, prepare an exhibit, use a puppet, do a dance or a pantomime—all to depict a decision-making process in the family.
- Make maximum use of dual language skills of students, their social and cultural heritage, and past and present experiences in community and family living.
- Develop curricular approaches using games, visuals, discovery methods, experimentation and action research which capitalize on the abilities of the student, his past experiences and his current interests and ideas.
- Media centers at state and/or regional levels is one means of providing opportunities for development of curriculum materials or in sharing materials already developed.
- Employ frequent diagnosis and appraisal of readiness and achievement through non-threatening and varied evaluative methods. Provide short term and flexible presentation of abstract and academic material well coupled with a variety of concrete, relevant and active experiences including personal involvement in the pursuit of an idea. Present subject matter in a mature manner, even when elementary in nature.
- Make use of multi-media and innovations in communication to extend the program into the home including telephone service, equipment on loan, including small filmstrip or recording devices, and textual-demonstration kits which present concepts of credit, money management and buymanship simply and graphically. Individualized learning kits may also be used to supplement group learning experiences.

Teacher Personnel

To meet the challenges of expanding and redirecting consumer and homemaking education program for boys and girls in school competent teachers will be needed to:

- Understand, empathize with and communicate with those from depressed areas, either inner-city or rural.
- Assess student needs as a basis for planning homemaking and consumer education programs which are meaningful to them.
- Analyze the tasks of the homemaker who also is a wage earner and incorporate in consumer and homemaking programs those experiences which will be most helpful for those who will assume the dual role.
- Expand consumer education aspects of homemaking education programs.
- Adapt program offerings to changes in school organization and scheduling to reach the maximum number of boys and girls with the areas of home economics most worthwhile for them.
- Maximize the values resulting from consumer and homemaking education programs by involving auxiliary personnel who have ability to understand and work with families, community agencies and employers in relating classroom learnings to the environments of the students.
- Evaluate program offerings in terms of evidences of values gained by those who have enrolled as bases for revising curriculum, interpreting program and securing continued support for program.

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II. PROGRAMS FOR OUT-OF-SCHOOL YOUTHS AND ADULTS

As we approach the 70's, redirection and expansion of consumer and homemaking education for out-of-school youths and adults is imperative. We are told that more than 25 million people in the United States are engaged in some form of adult education. This would appear to be a mark of distinction that so many adult Americans are interested in continuing learning. And perhaps it is but for home economics there are some questions that need thought as plans are made for future programs in consumer and homemaking education.

Has a recent survey been made of adult education in your state and community?

What percentage of the offerings are in home economics?

What are the offerings for adults in homemaking education? Clothing construction, understanding adolescents, making hats, managing the family dollar, cake decorating or ....?

To what extent have we reached the poor? According to the Department of Commerce, Bureau of the Census, in 1966, 12.3% of white families and 50.4% of non-white families with children under 18 could be categorized as poor. How many of these families are now or have been involved in adult homemaking education?

In 1965 the AHEA National Workshop on Working with Low-Income Families and the regional workshops that followed, challenged home economics to greater effort. We believe progress has been made but the problems of poverty are long-term and never entirely solved. So again in 1969, we must renew our commitment to the purpose of expanding and redirecting programs designed to assist consumers and to help improve home environments and the quality of family life particularly for those families in economically depressed areas.

If we agree that the problem of reaching out-of-school youths and adults with consumer and homemaking education that is relevant to today's family living is a very real one, the following aspects must be considered:

Suggestions for Programing

Education for adults must be packaged differently! Are you saying: "But we have offerings in family life, parent education, money management (family finance), child development, sewing (beginning, intermediate and advanced), foods and nutrition and so on?" Who are in these classes? For the most part, aren't they the ones who have time to come X number of hours a week for X number of weeks; who have the money for transportation and for child care? Education must be wrapped in many different packages for those in the different geographic sections of every state; for those having no transportation; for those having no extra money; for those having no place to leave their little ones; for those who cannot understand the contracts, warranties or guarantees; and for those away from home working from seven o'clock in the morning until six o'clock at night or four in the afternoon until midnight and then returning to a family with many members. Some suggestions for programming are:

Provide Mobile Teaching Stations that can be taken to various neighborhoods. One community college has a teaching station for child development built in a mobile unit which is taken from one area of the community to another. A mobile teaching unit could well be used for teaching other phases of homemaking.

Dial-A-Number has been used successfully by nutritionists to answer questions from the public and by university professors to help business executives learn during the weekends and late at night. Couldn't the same idea be used for helping homemakers who have access to telephones? Hours for Dial-A-Number would need to be scheduled at times when family members are free to call for answers.

A rehabilitation staff member knowledgeable about the people and practices in the central area of one large city suggested that a certain radio station would be an effective means of reaching the people. He said more people in the area listen to the radio station than to television. Thought is being given to scheduling short discussions (2-5 minutes) several times a day on child rearing practices. Additional time would be scheduled for the teacher to go into the neighborhood to meet people in stores and at meetings and to make house to house contacts letting families become acquainted with the voice they hear on the radio. Family concerns other than child development could also be taught this way.

Educational Television offers opportunity for reaching many adults. Programs must be relevant to the problems and interests of today's families. One station carried a program of the soap opera type including information for family living. The educational television station was pleased with the ratings for the show.1/ In another state, family case situations were shown. The performers were people in the community and situations were discussed at parent-teacher meetings.2/ Teachers may encourage neighborhood viewing groups with a discussion following the telecasts. Advance planning for such groups should include information regarding the subject content of the telecast, books available in the local library for additional reading and follow-up by the teacher to encourage, assist and give guidance in group development. From such groups, needs and interests are often identified as well as the opportunity to develop community leadership.

In some large cities across this nation, adult homemaking programs are capitalizing on the teachable moment. Programs in parent education have been organized to help the parents of toddlers, of two, three and four year olds learn about children and their development. Children are enrolled in a nursery school situation and the parents are scheduled to help with the children's activities. They are taught by child development specialists.3/ The parent education staff of one community college joined with the local Office of Economic Opportunity, the council of churches and several civic associations to provide leadership and teachers for parent cooperatives formed in a low-rent housing area. The Office of Economic Opportunity furnished some of the money; churches and civic organizations furnished facilities and equipment and the community college furnished the instructors. In another instance a community college provides the teacher for a parent cooperative which is used for participation studies by high school home economics students. The college teacher works with a mother leader and the parents. The high school teacher works with the high school students. The community college teacher, the mother leader and the high school teacher plan together. This type of education must be so packaged or re-packaged that it is made available to more and more people of all social and economic groups.

There is a need for self learning centers. These centers could have tapes, slides, programmed learning, 8 mm. film loops on all types of family activities. A teacher needs to be available when the learning center is open to help the learner select appropriate material; to answer questions; to discuss and reinforce ideas with the learner. These centers could be set up in family centers, store fronts, libraries, business and industries for workers at noon and off hours.

Family centers within neighborhoods have operated successfully in many places. Cooperative programs with local housing authorities have expanded this concept and hired teachers to help families with their specific needs for education in family living. Some such programs are jointly developed by the Housing Authority and School District and include plans for sharing salaries of teachers, office and space for teaching in Housing Authority Buildings, budget for teaching materials and other administrative functions of the two cooperating agencies. Some activities conducted in family centers to meet the needs of these families are:

Cooperative play schools

Day-care nurseries (all-day care of children of working mothers)

Housekeeping clinics

Team teaching with Public Health Nurse during Well-Baby and Maternity Clinics

Senior Citizens Clubs

Home visits and individual conferences.

Organized groups working on a variety of topics—use of federally donated foods or buying with food stamps, child development, managing the family resources, family laundry, home improvement and others.

Educational field trips—to supermarkets and department stores as a part of consumer education and to public libraries, art museums and others to broaden horizons and open new vistas.

Help with consumer problems at thrift sales conducted in the housing project.

Mutual aid provided by groups of adults scheduling themselves from home to home for the purpose of assisting each other in homemaking projects.

Some Other Considerations

Care of Young Children While Adults Are Involved in Learning. Adequate care of small children while adults are involved in learning experiences is essential to program success. Mothers are not likely to become involved in any group activity unless the little ones are near at hand, are well cared for and happy. For some mothers this is not enough so the teacher must have plans for those children who will stay with mothers. This means acceptance of the idea of having children in the learning center as well as physical preparation for the children; perhaps a small table, chairs, books and quiet toys in a nearby area. Some ways that have been found successful in meeting this adult education need are:

Use of volunteer aides such as Junior League, Council of Jewish Women, Future Homemakers, Senior Citizens and interested persons from neighborhood and church groups.

Child care provided through funds given by interested groups and individuals. This child care can provide a source of employment for a para-professional and offers an opportunity for an alliance of the professional and para-professional. The homemaking teacher provides professional leadership to the para-professional.

Child care—provided through participating mothers contributing a small fee for the employment of a person to care for the children. Mothers manage the finances.

Cooperative care—neighborhood groups of mothers cooperate in taking turns caring for the children. Often mothers are not involved in the same adult education group and with the encouragement and help of an interested teacher they gain an increased sense of self worth and value through finding ways of making a contribution to some community activity.

Child development centers—double as learning laboratories for parents and for children when parents are studying. These centers may also be used as training stations for teacher aides and preschool assistants.

Teacher Selection and Teacher Education. Teachers for out-of-school youth and adults need to:

Be people oriented rather than subject matter oriented.

Have commitment enough to want to hear what families are saying.

Believe in the importance and worth of the individual.

Be adaptable.

Possess capacity for change.

This description of the teacher is not new. There have not been sufficient, real life experiences to enable teachers to sincerely empathize with the numbers and kinds of problems some families handle daily.4/ Professional training must continue to be modified to insure that teachers have training for dealing with the family problems of today. Pre-service training experiences should include opportunities to participate in such activities as operation of day care centers, Head Start programs, cooperative programs with such agencies as Public Health and Welfare, centers for the elderly, visits to adult education centers, employment centers, work with para-professionals and work-experience-related home economics areas.

In-service education must be provided for teachers of out-of-school youths and adults to make frequent reassessment of family needs for education in homemaking. This can be done through providing regularly scheduled time and situations for the teacher to visit and cooperate with other agency personnel working with families; visiting programs in areas other than their own; forming study groups with others not in education to study family needs and short courses or workshops.

Supporting Staff. The para-professional, the aide and the volunteer have proven their worth in many situations. They can be most helpful in expanding programs of homemaking education for out-of-school youths and adults by assisting the teacher with communication with the various groups of adults to be served. In one community the aide, called a block worker, contacted parents in a housing project to ascertain whether they might like to form a parent cooperative. Within less than a day there were enough names for two parent cooperatives.

The professional teacher may work through the aides. In some housing projects home economists have been hired to teach aides who then work with the residents of the housing projects. This could be done in other places such as homes in a neighborhood, thrift shops and grocery stores.

In a program developed cooperatively by Vocational Home Economics and the U.S.D.A. Consumer Marketing Services, multi-purpose workers and neighborhood field representatives were given training to raise the nutritional level and to stretch the food dollar for themselves and families with whom they worked.5/

Aspects of Supervision. The supervisor of both state and local levels should assume responsibility for keeping lines of communication open among teachers and arrange for cooperative efforts among them. This can be done by giving as many problems as possible to the entire staff to solve together.

An atmosphere needs to be provided which will encourage teachers to learn from each other. In one community college program, where a course in home management was being taught to low income mothers for the first time, staff members anxiously awaited until the teacher finished the class. After each session the entire staff discussed the details of the teaching-learning situation and gave suggestions to the teacher. This situation, structured by the supervisor, made it possible for the teacher to learn during the teaching experience.

Because change is certain and adult education must change continuously to meet the unique needs and interests of families, the supervisor must provide for a variety of up-to-date resources for teachers such as resource people, work conferences, multi-media learning materials and others.

Learning Materials. Learning materials in home economics have tended to include the "whole load." Some are being developed now that are more simple. Adults with low reading ability; those who did not relate well in their former school atmosphere and those who are extremely busy with work and family responsibilities need learning materials that contain single concepts, that are clearly written and that can compete with commercial television. Multi-media learning materials must be available to the teacher so the type best suited to the individual learner can be selected. Materials developed by the teacher using them have proved to be highly effective. Some recently prepared learning resources are listed in the bibliography.6/

Summary

It has been suggested that in the expansion and redirection of homemaking programs for out-of-school youths and adults, attention be given to Programming, Care of Children While Adults are Involved in Learning, Teacher Selection and Teacher Education, Involvement of Lay Persons, Aspects of Supervision and Learning Materials. Time needs to be made available for teachers to become acquainted with social and cultural conditions affecting families and to plan for ways to PACKAGE and REPACKAGE for homemaking education. Teachers hired for X number of classes that meet X number of hours with not less than X number of students will not be able to promote and develop redirection.

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III. WORKING WITH INDIVIDUALS, AGENCIES AND ORGANIZATIONS IN COORDINATION OF EFFORTS TO IMPROVE HOME ENVIRONMENTS AND THE QUALITY OF FAMILY LIFE

At the heart of most of the critical social issues of our time stands the individual and the family which is the basic unit of our society. Thus, family life education is one of the most strategic areas of concern and yet one of the most neglected. Only through cooperative efforts on the part of all responsible and concerned individuals, agencies and organizations can we hope to accomplish that which needs to be done to meet the needs of families at various social and economic levels of our society.

The suggestions incorporated in this section are presented in three parts:

I. Some current concerns which demand consideration and cooperative effort.

II. Some guidelines for working with others.

III. Some agencies and organizations with whom home economists in schools work cooperatively.

The definition of the term "work cooperatively" is one of the most important distinctions to be made, for there are three great and simultaneous needs for the professional to function as:

1) A leader to innovate, to implement 2) a catalyst to motivate 3) a supporter to reinforce.

Some Current Concerns Which Demand Consideration and a Cooperative Effort

A. Including family life education in the curriculum of our schools—kindergarten through twelfth grade.

At the present time, the majority of our schools have placed their major emphasis on preparation for college or vocations. Yet, in the words of Horace Mann: "If education is to teach anything it should teach us how to live."

Developing personal skills for living with ourselves and others is too important to be left to chance. It seems perfectly obvious that our schools must include as an integral part of the curriculum education for living—living competently in a family and in a community.

Some suggested approaches:

1. Community organizations such as a family life education council composed of individuals and agency representatives concerned about the family can be motivated to study what is being done and what needs to be done in the area of education for family living. Following this study, recommendations can be made to the local school administration. The recommendations should include a position statement, suggested personnel for implementation and suggested financial support.

2. An ad hoc committee composed of individuals with specified competencies can be formulated to serve in an advisory capacity to the professional personnel in a school or community program.

For example: In one community an ad hoc committee for family life education is affiliated with the public schools. It is composed of two physicians, a Catholic priest, a Protestant clergyman, two parents and professional family life educators. They identified their functions as: 1) to support a program of family life education in the schools, 2) to help interpret the program of family life education in the schools to the community, 3) to serve as intermediators if and when there are objections raised as to the teaching of family life education in the schools, 4) to serve as an advisory committee and a sounding board to the public schools in this subject area.

B. Recognition of the need for more opportunities for student teachers and teachers in the classrooms to know children as members of families.

Home economists have made an effort to know parents as well as students more than have many teachers in other subject areas. The concerted effort of schools in the inner cities of our metropolitan areas however, have highlighted the need for all teachers to understand the life styles, the strengths and the weaknesses of children and their families at all levels of our society. Many teachers need help in knowing how to work with parents. The need for preservice and inservice training programs is obvious. Teachers having had little or no training or experience in working with parents are unprepared to work with families and in various ways erect a roadblock to true communication.

It has been said that any program designed to help children is doomed to failure unless parents are involved also. Likewise, there is need for the unique contribution of knowledge that parents can make in the classroom. It is now recognized that the generation gap may be bridged at least in part by involving parents as well as children in the learning process.

Two illustrations of possible approaches:

1. In one state college, senior students in education volunteered to do practice teaching in a nearby inner city school. They worked in the school three days a week, helping the teachers as they study and observe the children. The other two days a week are spent in their college classroom studying theory which may be applied to the practicum. This plan has evolved through cooperative planning on the part of the students, teachers and administrators at the elementary school and college level and the parents of the children in the elementary school.

A home economics educator can encourage the administration to incorporate, when planning, some opportunities for these students to know the parents as well as the children.

2. A pilot program concerned with providing an opportunity for teachers and parents to study together is in the planning stage in one city. Teachers in kindergarten, first and second grades of one school will meet with parents of the children they teach to explore the children's characteristics, their pressures and conflicts at home and in the classroom. The task then will be to build the child's strengths both in the classroom and in the home. Inasmuch as many parents have scars from their own unpleasant or unsuccessful experiences in school, the meetings will be held in a neutral place, not a school building, and will be led by a consulting psychiatrist and psychologist. The plan is evolving out of a cooperative effort of family life educator, teachers, parents, school administrators, a psychiatrist and a psychologist on the staff of a nearby medical college.

C. Shortage of Teaching Personnel

There is a critical and tremendous shortage of qualified personnel to teach and to lead. Only token attempts have been made to utilize the abilities of imaginative and talented people. All professions are going to be more and more dependent upon auxiliary personnel. At the National Conference on the Para-professional held in January of 1969, it was stated that by the end of the year, 200,000 aides will be in the classroom, and 1,500,000 will be placed by 1977. Here is an unprecedented potential for including family life education as a focus in these programs, with the aides contributing to the knowledge of the teacher and the students as well as the classroom serving as a laboratory for the study of growth and development. Some of the most effective contributions are being made by the para-professional who is carefully selected and given continuous training and guidance.

An illustration of one approach:

Over 100 aide parents are involved in a program in a metropolitan area working with teachers in kindergarten, first and second grades. It is designed 1) to strengthen the family of the parent aide through preservice and inservice family life education and by involving the aide in the learning process 2) to assist the classroom teacher. In addition to teacher specialists, resource people in the community are brought in to help the aides better understand relationships, family patterns, growth and development. These resource people include para-professionals, a sociologist who grew up in a ghetto area, a pediatrician and an adult probation officer in municipal court. All are invited in terms of their ability to relate to the aides as well as their appreciation and understanding of children and their families. An evaluation study of this program after five months of operation indicates its worth.

D. Education for the Insecure Homemaker

In most communities there are human beings who are so badly damaged that they are incapable of reaching out for help. They need carefully selected and trained people who can relate to them on a one-to-one basis and who can teach them homemaking skills. Developing more competency of these skills can provide sufficient ego strength to enable the insecure homemaker to help herself and to strengthen members of her family.

Illustrations of two approaches:

In one metropolitan community, education, welfare, housing and other leaders have planned cooperatively to provide for para-professionals to work as members of a team working with homemakers on a one-to-one basis.

Another similar approach is school-oriented "Connectors" (connecting the home with the school) working with the families of children identified by school personnel as coming from homes in which there are problems.

In both of these approaches, auxiliary personnel are members of the team. They have been carefully selected, given preservice and continuing inservice training by a home economist. It is recognized that these mature women with educated hearts are able to relate to the insecure homemakers in a way that very few professionals would be able to do. On the other hand, their effectiveness would be negligible without the training and continuing support of the professional.

E. Strengthening Family Support for the Wage Earner

There is a beginning awareness of the need to involve industry and business in the social and moral concerns in our society. The Plan for Progress and the National Alliance of Businessmen with its job training opportunities in the business sector seem to predict increased involvement by industry in the urban crises.

The director of an unemployment bureau has said that there is absolutely no point in preparing a man for a job unless we prepare the homemaker also to be supportive of the wage earner. He forcefully declares that the attitudes and inefficient behavior are directly related to poor home conditions and relationships which might be changed through homemaking education.

A suggested approach:

The professional homemaking educator might take the lead in contacting the N.A.B. program or organized labor or industrial leaders and suggest to them that an educational program be designed to focus on the dual role of man and woman as a family member and as a wage earner. With educating the agent there can be improvement of the self-image, personal relationships, home conditions, value judgments, attitudes and personal resources which lead to efficient production and stable families.

F. Providing Educational Opportunities for the "Forgotten" Family

There is a beginning awareness of the needs of the "forgotten" family, the family just removed from the welfare level for assistance and often too proud to seek help from other resources. In poverty programs much effort has been put forth, though not nearly enough, to strengthen individuals and families. But in so doing, we seem to have forgotten that many families at *all levels* of our society are asking for help although not always verbally or consciously.

Home economics professionals need to find innovative ways of meeting the needs of the "forgotten" family.

Some Guidelines for Working with Individuals, Agencies and Organizations

If program fragmentation, overlapping and empty voids are to be eliminated, a team effort is imperative. Following are some suggested guidelines for working with others:

1. Involve others at the planning level. This implies a knowledge of available resources.

2. Have a framework ready for presentation for consideration so that best use can be made of the individual's or group's time.

3. Enlist the dynamic leadership and expertise to be found in such groups as industry and labor. Educators can gain much from their special knowledge.

4. Keep an open mind and forget past differences. There are many ways of approaching a problem.

5. Avoid criticism of other organizations and agencies also trying to help families. They can handicap future team efforts.

6. Minimize professional jargon. It can be irritating to others who are not in the same profession.

7. Listen as well as talk. Cooperation and communication can only occur on a two-way street.

8. Give credit where it belongs.

9. Encourage others in such a way that they feel their ideas and contributions are being used.

10. Keep those involved informed of progress or lack of it.

11. Enlist the help of public relations personnel to inform the public of local, state and national programs.

12. Be patient. Remember when working with others it is likely to take more time than when working alone. But—it is worth it in educational endeavors.

Some Groups with Whom Home Economics Educators Work Cooperatively at National, State and/or Local Levels

In one urban community the homemaking teachers of adults are available to assist agencies and groups in organizing, planning and conducting study groups and workshops in various areas of homemaking and in helping individuals with homemaking problems through home visits. The chart below illustrates the community agencies with which homemaking teachers cooperated to provide instructional services in various home economics areas.

SUMMARY OF ONE YEAR'S WORK
HOMEMAKING TEACHERS WITH COMMUNITY AGENCIES IN A SCHOOL DISTRICT

Community Agencies	Areas of Instruction						
	Consumer Educ.	Feeding the Family	Clothing the Family	Child Development	Family Relationship	Health Home Care of sick	Housing the Family
Churches				★		★	★
PTA	★	★	★	★	★	★	★
State Welfare Dept.					★		
OEO	★	★	★	★	★		
Adult Basic Educ.	★			★	★		
Girl Scout Leaders	★				★		★
Camp Fire Girls Leaders					★		
University Child Development Dept.				★			
Salvation Army			★				
City Health Dept.					★		
American Red Cross					★	★	
Aircraft Mfg.					★	★	
Employment Commission					★		
March of Dimes					★		
Organization of United Community Centers	★		★	★	★		★
YWCA	★	★			★	★	★
Directors of YMCA		★			★		
Airlines				★			
Preschool Parents Groups			★	★			
Business and Professional Women	★		★				
Lighthouse for the Blind					★		
Senior Citizens Inc.	★	★					
City Community Org.	★						★
American Cancer Society						★	
Soroptimist Club	★		★				
Children's Medical Center					★		
Women in Community Service	★				★		
Chamber of Commerce	★						

The following is a listing of agencies and institutions one home economics city supervisor worked with for cooperative programs in the area.

Council on Family Relations
Council on Children and Youth
Child Conservation Leagues
Preschool Associations
Planned Parenthood
Parent Teacher Associations
Y.M.C.A.
Y.W.C.A.
March of Dimes
A.A.U.W.
Council of Jewish Women
Metropolitan Housing Authority
Cooperative Extension
Day Care Centers
Parent Cooperatives
Child Welfare
Public Health
Community Planning Councils
Urban Renewal
Model Cities
Office of Economic Opportunity
Better Business Bureau
Legal Associations
Organized Labor
Consumer Associations
Community Service Agencies
Junior League
Business and Industries
Hospitals
Medical Colleges
Medical Associations
Mental Health Associations
Churches
Public Libraries
Departments within Educational Institutions

Mass Media – T.V., Press, Radio

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IV. ANCILLARY SERVICES AND ACTIVITIES TO ASSURE QUALITY IN HOMEMAKING EDUCATION PROGRAMS

Much evidence has been brought to light that indicates many consumer and homemaking programs are not focused on life as it is *really* lived today. The programs that are planned for youth in school, out-of-school youth and adults, and the coordination of cooperative group effort require the support of a variety of ancillary services. These services encompass curriculum development, demonstration and experimental programs, research, instructional methods and materials, equipment and teacher education programs. Only as these ancillary services are provided can any program get underway. It is further emphasized that only as new teachers are prepared and as experienced teachers, supervisors and teacher educators, at all levels, are retooled to be effectively and professionally responsive to a dynamic social and economic scene, can needed educational changes be implemented in the public school system. This calls for maintaining a communication pattern which is a two-way avenue among those responsible for one or more of these services, those in the state department, as well as with those in school and adult homemaking programs who are users of these services.

It is not proposed that the following suggestions are totally new and innovative but instead represent an effort to cope realistically with ways in which the ancillary services may be redirected and/or expanded.

I. PRESERVICE AND INSERVICE TEACHER EDUCATION

A. Establishment of Immediate and Long-Range Priorities

The way it has always been done is not necessarily the most effective way to improve the preparation of teachers. It is suggested here that within each state all of the vocational home economics teacher educators, state department of vocational education supervisors, and representatives of the home economics substantive areas develop a plan for establishing immediate and long-range priorities for expansion and redirection of inservice and preservice teacher education program. In devising a plan of this type, it is imperative that the avenues of communication be open among state department personnel, teacher educators, school administrators and specialists in the substantive areas. Possible strategies for accomplishing this might include:

1. recruiting a teacher education council to assist in pointing direction and in assessing alternatives. Include teachers, teacher educators, student teachers, homemakers, school administrators and such others as may have informed judgment regarding the specific program or aspects of the program under consideration.

2. assessing the social and cultural conditions and needs of the state in terms of the kinds of curricula and teacher competences needed in order to serve every segment of the society from the severely economically depressed families all the way to the affluent families.

3. ascertaining the current status of consumer and homemaking education teachers in terms of their efficacy in selecting content and teaching in relation to the age, ability and social and economic group(s) involved.

4. determining the supply of and demand for teachers for consumer and homemaking programs which are needed in the state.

5. constructing a typical occupational situs for the consumer and homemaking education teacher to identify all of the interstitial groups and the separate as well as concomitant roles she must assume in her profession.

6. utilizing data collected and analyzed in the steps above; suggestions of the advisory committee; recommendations of an "outside" evaluation team which is neutral in its purposes in undertaking the evaluation; and own professional expertise, identify immediate and long-range priorities.

Based on these strategies and others, those responsible for developing preservice and inservice programs in the state may utilize the priorities established for developing plans of action.

B. Some Alternatives for Implementing Plan of Action for Priorities

It is postulated here that many states will gather evidence that points to the need for redirecting and expanding teacher education programs to focus directly on the learner. If a true measure of a teacher education program is *not* in what the teacher does but in what learners do, then teacher education must start with the ultimate product—the learners who are taught by teachers who are trained. In a like manner this should be an important factor in planning as well as evaluating the teacher education program. Therefore, it follows that:

1. If the learner is to achieve his individual potential in a democratic society he must possess self-acceptance, feel himself to be an individual of dignity and worth, accept others for what they are, engage in coping behavior, set realistic goals for himself and utilize available resources in attaining goals.

2. If the learner is to be able to utilize his education in fitting into the society when knowledge is multiplying at a rapidity inconceivable to man, he must acquire a style or system for securing answers to his questions—problem-solving, inquiry learning; he must acquire a knowledge of the fundamental concepts of various realms of meaning which will provide him with a structure into which he can plug new knowledge or learning as he continues to learn.

3. If the learner is to be adept at inquiry learning and is to gain a knowledge of conceptual structure, he must come to grips with these as the teacher assumes the role of implementer.

4. Because each human being is a unique individual differing from others in his mentality, physique, social background and ways he meets his needs, if the teacher is to effectively help each learner achieve in terms of the preceding paragraphs, she must first of all be a diagnostician of the learner and of his skill setting, and of her substantive field that is to be taught.

5. Because the teaching-learning process takes place across long and short time periods, the teacher must be an organizer of her content field, the classroom, her methodology and materials in light of her diagnosis of the learner and his objectives. It follows, then, that the teacher's role as implementer must be supported by that of organizer and evaluator.

These propositions set forth above provide the frame of reference for the remainder of this paper. However, it should be clearly understood that such a framework allows each state group and each teacher education institution freedom in selecting those alternatives which are best for a viable program in local situations.

Although some states may find their teacher education needs so diversified that they will select several of the different alternatives set forth below as priorities, probably no single state will find it prudent to utilize all the alternatives. Some suggested alternatives for the preparation of home economics teachers are:

1. Balance in Learning Domains. If present teacher preparation programs use most of the time in cognitive learning, these programs might be redirected toward a balance in cognitive, affective and skill learning.

2. Generalist. If present conditions tend to remain and present practices are deemed the best, homemaking teachers might receive preparation that results in greater flexibility for being a generalist in terms of learners' ability, social and economic level, and as curriculum and teaching materials developer and evaluator.

3. Specialist. If there is a need for many areas of specialization in order to provide maximum flexibility for diagnosing the motivations and aspirations of their learners as a basis for selecting appropriate content and strategies for teaching each learner in such a way as to help him develop to his fullest capability, the several alternatives below are posed for achieving this goal:

   a. Differentiated staffing. If the teacher base is to expand upward, one alternative is differentiated roles for school personnel. These roles, to name a few, include curriculum and research specialists; master, staff and associate teachers; instructional media technicians; "connectors" who are communication links between the school and families in economically depressed areas, or, families from uniquely different social and ethnical backgrounds. Physical and financial resources do not appear to be the limiting factors in establishing differentiated staffing in the schools, rather, the chief deterrent seems to be the fact we are caught in a lockstep of traditional organization structure.

   Differentiated staffing might mean the selection of individuals to be prepared for specialization in different areas of home economics. Staff so prepared would be on an equal professional level but each would have a specialized contribution to make so level would not be a selection factor. States would find that the special interests and abilities of the candidates as well as the demand and/or need for such a specialty would provide better selection criteria.

Differentiated staffing might be in terms of preparing home economics teachers for specialization in teaching different ability levels or social and economic levels. For example:

- teaching bilingual learners in ghettos, urban and rural economically depressed areas, at all ability levels
- teaching all ability levels in middle class families
- teaching all ability levels in affluent families
- teaching all social and economic level learners who are slow or retarded learners much like special education teachers today
- teaching learners from all social and economic levels who are average in ability
- teaching learners from all social and economic levels who are academically talented

Many homemaking teachers find themselves in situations where they must teach learners from all ability, social and economic levels. If they achieve expertise in selecting content and teaching strategies along these many lines, there is little room left for much else. Differentiation then might be in terms of:

1. working with individuals and small groups
2. preparing self-instructional and other curriculum materials
3. technical responsibilities such as computer programming, television production and utilization of other educational hardware
4. preparing instructional materials for the different kinds of learners
5. preparing evaluative materials
6. preparing paraprofessionals to assist and then supervising and supporting them

b. Team Efforts. If the home economics teacher is to be effective she must be prepared for a unique role in coordinating her efforts with those of a vast number of agencies concerned with and working on consumer and homemaking education, problems of the disadvantaged and other ways to help all families. Therefore, she might be prepared to be a key member of either a vertical or horizontal team.

As a vertical team member she might serve as a coordinator or consultant for all levels or as a teacher at one level. The team might be composed of elementary, economics and social studies, industrial arts, consumer psychology, business education and home economics teachers.

As a horizontal team member, the home economics teacher might be prepared to correlate her efforts with those of other teachers who are working simultaneously with the same students; to divide concepts to be taught and share in teaching some of them in a unified course; to coordinate her efforts and those of her team with those of other professions and agencies who have similar concerns—but who work outside the school setting as described in another paper included here.

4. Learning Experiences for Teachers. Vocational education cannot afford to rest on its laurels for having been first to utilize full-time off-campus student teaching programs for the professional preparation of teachers. With increasing numbers of prospective and experienced teachers needing realistic learning experiences in so many specialized areas, in addition to or in lieu of the usual teacher education program experiences the supervisor and teacher educator might utilize many combinations from:

Field experiences in
- adult classes
- business
- correctional institutions
- externships
- internships
- mental hospitals
- special schools for the physically and mentally handicapped
- summer experiences with adolescents
- tandem teaching
- urban depressed areas

Experiences in working with
  different economic levels and
    ethnic families
  instructional specialists and
    technicians
  master teachers
  parents
  teacher aides

Campus participation in
  interaction analysis tapes,
    films and episodes
  micro-teaching
  sensitivity training over a period
    of time conducted by qualified
    personnel
  simulated situations

Each state has its own certification criteria and each college and university has its own program for teacher education. Therefore, the specifics for a teacher education program cannot be set forth here. Only those suggestions that can serve as real alternatives for most programs are presented. However, a claim can be made for a sequence of learning experiences or activities through which a learner progresses as he internalizes a concept or arrives at the level of concept formation.

Some of the ideas presented by Woodruff1/ offer a schema for ordering learning experiences which can be used by the teacher as she deals with her learners. This system can be used equally well by the supervisor and the teacher educator as they implement inservice and preservice education programs. The sequence starts with experiences designed for orienting learners to the concept to be learned and builds on manipulation, experimentation, application, validation and generalization experiences as described below.
Regardless of whether it is teaching the concept of methods in home economics education, or bases and sets in mathematics, or atoms and molecules in chemistry, or the Keynesian theory in economics, or nutrition or consumer education in home economics—the learner *first* must have an orientation to the concept to be learned. This could be accomplished in a variety of ways: the teacher could show concrete examples of the concept in some cases; could describe it in others; demonstrate it in still others; show films, provide reading materials, etc., in others.

Personal experience with the concept is given the learner when opportunities for manipulation are provided him. In the case of concrete objects this can be achieved through touching, feeling, smelling and "working" the object. For abstract concepts it can be achieved through discussing, describing, comparing and other forms of verbalization.

A third level of experiencing is provided the learner when he experiments with the concept to ascertain both what it is and what it is not, what it will do and what it will not do. Laboratories, field trips and debating are examples of some ways to provide this.

Next the learner should have the opportunity to apply in a real situation his learnings about the concept and should finalize his activities with *validating* (e.g., reading, resource persons, etc.) and *generalizing* about the concept.

If teacher education is to develop diagnosticians, organizers, implementers of data to produce inquiry learning and concept formation, evaluators and interpreters, then teacher education must utilize the theory it teaches by providing opportunities for teachers to gain an orientation to each of these roles followed by opportunity to manipulate, experiment, apply, validate and generalize.

C. Planning and Evaluating the Program of Priorities

Different states will need different plans for determining who will provide the training and/or retraining for teacher aides, paraprofessionals, prospective professional teachers, experienced professional teachers, teacher educators and supervisors. For example, teacher educators and/or supervisors might provide training for experienced teachers or paraprofessionals. On the other hand, teacher educators and/or supervisors might prepare teachers to train teacher aides and paraprofessionals. Some of these inservice education experiences could be provided in special institutes, workshops, short courses, study groups, practicums and, in time arranged for an exchange of assignments between teachers and supervisors in other areas, for interning with a college or state supervisor. Another means of inservice education was pointed up by a study2/ which identified the need for State Departments of Vocational Education to phase out of the business of supervising classroom teaching and in its place provide large scale demonstration and pilot programs for big segments of teachers.

In brief, the alternatives set forth above for teacher education programs at both the preservice and inservice levels are only a few of the ways of making consumer and homemaking education more relevant to each person who is being educated, to the cultural context, to the urgencies of the day and to the future. These should generate other creative alternatives. But, in the final analysis, those alternatives should be selected which help the particular state best implement its plan of action for immediate and long-term priorities.

As priorities are identified and alternatives for acting on them are chosen, the total plan should be developed and clarified both at the state level and at each institution of higher learning. Then, target dates should be established at both levels and a Programmed Evaluation Research Technique (PERT) plan developed. Continuous evaluation and schema for keeping the lines of communication open should be an integral part of the plan. States may devise a similar PERT plan or select from one of a variety of patterns which might be developed and adapted to the particular situation.

A cursory look at the social scene today suggests that teacher education and state supervision might do well to expand what they teach about socially and economically deprived families; how to work with parents, advisory committees legal aid societies and other social and community agencies; how to evaluate a total consumer and homemaking education program in addition to evaluating pupil growth; consumer education in the area of supplies and equipment for schools; how to teach informally during home visits, school extra-class activities and the like; and communicating effectively.

II. CURRICULUM DEVELOPMENT

When American youths recognize what an exciting intellectual experience it is to apply the analytical and decision making tools of home economics to consumer and homemaking problems, they will not only aspire to a better quality of family life but may also be inspired to choose from the various areas of home economics a career at the entry or technical or professional level. However, to have the greatest impact, programs must be oriented to the learner's current concerns and the recognizable interests held by them and their families.

Since everyone is a homemaker and a consumer all of his life, it is urgent that schools provide education that enables students to be informed and conscientious family members as well as buyers of those goods and services needed through a lifelong process.

The problems of curriculum development center, then, around the selection, organization and synthesis of content, learning and evaluative experiences in such a way as to permit every learner to realize those objectives which are meaningful to him and his growth.

A. Decision Makers

After needs are assessed and priorities established, there are many schemata for states to utilize in decision making about curriculum development. Regardless of the one utilized, it is wise to reassess periodically the relative merits of each. Some of these are:

1. State Curriculum Committee composed of state department personnel, teacher educator from each institution and selected teachers who work with an advisory committee in identifying "scope and sequence." Each institution works on its "assigned" portion to be researched and then developed in cooperation with subject matter specialists, teachers and state department personnel.

2. State curriculum specialists who work with selected teachers and groups in curriculum development research.

3. State department identifies conceptual structure and provides leadership for the development of curriculum materials for appropriate grade levels. Local teachers adapt their curriculum using these concepts as guides.

4. Scholars in the subject areas develop sequential curriculum guides which teachers use.

5. The "unipac" idea where supervisors, teacher educators and scholars develop curriculum. Teachers prepare the "lesson plans" which may be deposited at a central place and in so doing may receive copies of all materials deposited by other teachers.

6. The state develops several curriculum models from which local schools may choose.

B. Identifying Organizers for Content and Learning

Whichever of the above schemata or other systems is used in consumer and homemaking education curriculum development, it is necessary to identify its "scope and sequence" or "conceptual structure" or "outline." Any one of several techniques might be utilized. For example:

- A job analysis technique where those major and common activities of all consumers and homemakers would reveal the concept organizers.
- A content analysis based on the formal areas.
- An analysis of roles in homemaking.

Depending upon the technique utilized, the curriculum might be organized around:

- the fundamental concepts of consumer education utilizing those areas of home economics that serve as vehicles for making the learning real.
- the unifying concepts in home economics using the traditional home economics areas again as vehicles to emphasize these concepts.
- the traditional home economics areas emphasizing consumer education in each one.
- the role concepts, such as dual role, consumer role, homemaker role, parental role, marriage partner role or managerial role.

III. DEMONSTRATION AND EXPERIMENTAL PROGRAMS

The whole process of teacher education, curriculum development, instructional materials and demonstration and/or experimental programs is circular in nature. As data are collected about the nature of the learner, about content analysis of the curriculum, the social and cultural needs, teaching strategies and different teacher preparation programs, then instructional and curriculum materials must be developed. The next step is obvious—test these things experimentally or through a demonstration program. The analysis of the demonstration and/or experimental programs yields data which suggest modifications in the materials or strategies which in turn need testing and the whole cycle begins again. Demonstration and/or experimental programs might be conducted to improve programs for youth in school; out-of-school youth; adults, or any one of the ancillary services. For example, a demonstration program for any of the first three groups might be provided by a test laboratory for students that affords them opportunities to experiment with aspects of consumer buying. On the other hand a pilot program, involving a traveling supervisor who assists teachers at all levels in devising meaningful learning experiences for students while employing teaching techniques most suitable to the nature of the learner might be initiated. Other programs might be in areas of special content or organization of learning experiences for different kinds of learners.

It cannot be overstated that some of the demonstration and experimental programs undertaken will not meet with the measure of success as was intended. By no means should one unsuccessful venture deter the process of devising new programs. Each success or failure opens up new vistas for providing opportunities for making the teacher-learning situation more adaptable to the individual learner.

There are different avenues for setting up demonstration or experimental programs. Some of these are:

- A city or county school system in cooperation with a RCU plan, conducting either a demonstration program and/or an experimentally designed one. In either instance, provision should be made for continuous evaluation, feedback and input back into the program. If it is a demonstration program, it should be extensive enough to be effective and arrangements provided for visitation to the program by professionals.
- Selected teachers and schools cooperate with a college or university and/or with the State Department of Vocational Education in much the same manner as that set forth above.
- Local school systems generate their own ideas for demonstration and/or experimental programs, prepare a proposal for the program and submit it to their local administrative unit, or to the State and/or Federal agencies for support, depending upon the nature of the program.

Any of these three or other schemata previously suggested would be of current concern.

IV. INSTRUCTIONAL MATERIALS

The age of technology has brought with it educational tools that are of increasing importance in the teaching-learning process. One way or another the public schools need ancillary services to acquire these materials. Newer concepts in school organization, ones that go hand-in-hand with certain forms of differentiated staffing, provide support centers for the instructional teams. These support centers might include materials creation centers, computer centers, inquiry centers, self-instructional centers or other similar groupings. All of these, however, demand more and new media developed by educational experts. If technicians and professionals work together in the identification of effective kinds of materials as well as in their production, more credence can be given to such ideas as individualized instruction.

To be most effective, complete sets of instructional materials are needed. Today the realities of unlimited possibilities as well as the technology of educational media is evidenced by such systems as computer assisted instruction; audio-tutorial or integrated media teaching; learning system approach; micro-teaching; video-tape recording; educational television and other educational software and hardware.

Several publications are available on this topic. One3/ is highly recommended as especially pertinent for vocational educators.

V. PROVISION OF EQUIPMENT

There are no magical formulae which can be offered to help teachers in the purchase of equipment needed to promote effective programs of consumer and homemaking education. As it is necessary to individualize instruction, so it is imperative that the equipment be essential to the program in the individual teaching-learning situation. The term equipment is used here to include not only the standard appliances found in most home economics departments today but also such items as movable cabinets with storage and tackboard areas and/or a chalkboard usable as room dividers; air walls; audio-visual equipment including the overhead projector, video-tape recorders and single concept film loop projectors; trapezoid, rectangular and stacking tables; movable electrical outlets; and travel trailers for transporting supplies and portable equipment and for use as models for certain aspects of homemaking and consumer education.

The equipment provided in home economics departments should afford all students opportunities for decision-making. Equipment should also afford all learners, regardless of social or economic background or any other external forces, maximum provision for "learning how to learn"4/. In an educational environment which affords the learner opportunity to "learn how to learn," there is a need to:

- Purchase equipment which is flexible and multi-purpose in its use. Much of the equipment used in programs of teaching today should be adaptable not only to the in-classroom environment but to environments outside the classroom in which teachers can assist families in improving their consumer and homemaking activities. This points to the need for securing portable equipment and minimizing fixed installations for (a) teaching on the home visit; (b) teaching as a supervisor; and (c) use in various space areas in the department.
- Exercise "educational judgment" as to which piece of equipment to buy. There may be considerable value in renting much of the equipment used in the classroom; e.g., special makes of appliances needed essentially for demonstration purposes; and audio-visual equipment as some types of projectors. This could minimize not only the initial capital outlay and cost of upkeep but increase the insurance of having departments equipped with the most up-to-date physical resources for use in home economics instruction.
- Consider the selection of equipment which is most adaptable to group work as well as to individual work. Where there are opportunities for decision-making, improved group relations related to achieving the behavioral objectives, and challenging the values of the learners, the provision of equipment has created the setting for the "learner to learn how to learn."

VI. RESEARCH

As state priorities are identified and answers to questions are cooperatively sought, a sound research program should be developed to acquire objective and valid information basic to the program. Three general types of research studies might be considered. (1) Descriptive or survey studies as well as "one-shot" pilot or pre-experimental studies provide foundations for studies of (2) experimental design. However, (3) action research carried on by classroom teachers should also receive high priority as they provide clues for further investigation.

States should utilize the services of its Research Coordinating Unit or other agencies with similar functions to assist in identifying research priorities and gaps, as well as needed and needless replications. Local schools and state departments should utilize the services of home economics teacher educators who are skilled in research to obtain essential information.

As research problems are cooperatively identified and appropriate research designs are developed for a state, valid demographic data about families, teachers, learners, materials and consumer and homemaking programs are accumulated; relationships and interrelationships of factors that operate together within this scene are identified; and the efficacy of various methods or combinations of methods, materials and personnel is revealed.

Research, demonstration or pilot programs, experimental programs and evaluation go hand-in-hand as they provide valuable data for planning all aspects of the vocational home economics program and therefore these facets should be planned and used together.

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V. EVALUATION OF PROGRAMS

How to systematically evaluate the effectiveness of consumer and homemaking education, as defined by Part F of the Vocational Education Amendments of 1968 in order to have evidences of benefit from Federal, state and local funds expended need to be considered as an integral part of program planning and development.

Offerings in consumer and homemaking education are continuously changed and modified on the basis of logical evidence gained from previous experiences but little, if any, empirical data have been gathered to systematically evaluate the rationality of these decisions. For the purpose of this paper the focus is on the collection of substantive data to measure the impact of programs in consumer and homemaking education, as a part of the home economics program.

Since Part F, Amendments of the Vocational Education Amendments of 1968, is supported through June 30, 1972, it is appropriate to plan evaluation activities so they may be started in *early fall 1969.* Benchmark data need to be collected and some system worked out for continuous gathering of evidences of benefits attained so they are available for use by the *spring of 1971,* if needed in gaining continued support for consumer and homemaking education.

Suggested Guidelines for Evaluating Consumer and Homemaking Education, as a Part of the Home Economics Program.

Following are suggestions to pursue in developing a plan for evaluation:

A. Devise a systematic plan for evaluation when a program is begun or modified.

To implement this evaluation plan it is necessary to designate a leader or leaders and delegate evaluation responsibility to those involved in the program. All planned evaluation procedures need to be checked for validity and resources to facilitate evaluation identified. In many instances, it is desirable to provide financial aid and release time for personnel in order to carry out extensive evaluation of a program.

When leadership for evaluation is provided at the state level, the local program(s) may benefit from using these same individuals as consultants for local program evaluation.

B. Plan in relation to other evaluation activities.

Expanded efforts are underway in some states to evaluate total vocational education programs as well as elementary and secondary programs. Any scheme developed within a state to evaluate home economics education programs should supplement or dovetail with:

(1) the strategies states and local systems are developing for reporting and for data gathering activities, conducted as bases for projected yearly and five-year plans for vocational education;

(2) the joint U.S. Office of Education/States evaluation survey of elementary and secondary education, including vocational education, in which 17 states are participating;

(3) studies being conducted at the state or local level to show benefits from home economics and other vocational programs for public information purposes.

C. Limit evaluation plan to a sample of programs.

Since time and staff in home economics education may not be available to conduct extensive evaluation activities, it is suggested that a plan be developed for sampling the programs within a state or local system, and the cooperation of the administrators and teachers be solicited in doing in-depth evaluation studies over a period of time. Such a sample might include:

(1) the total number of programs in homemaking education offered in areas classified as "economically depressed" or areas of high rates of unemployment. Included would be both programs for in-school youths and those for out-of-school groups.

(2) a limited number of schools, representative of the remainder of the state. This number might be 5 to 7, selected as a convenient sample rather than a stratified random sample to represent various: (a) sizes of

schools, (b) socioeconomic, cultural or ethnic differences, (c) types of home economics programs, including varied programs for in-school youth and out-of-school youth and adults, and (d) geographic locations. In selecting these schools it would be well to consider factors which would give some assurance of continuity in the home economics programs being offered, such as, stability of the administration, of the teachers, of the student body, and schools which have the support of home economics by staff, school board and community. Among the schools selected might be one which already offers what might be judged as a "good" consumer and homemaking education program which seems to reflect the directives from the legislation, and others willing to make certain changes reflecting the legislation. Comparisons could be made of outcomes of these various "models" in identifying characteristics of programs which seem to be most effective.

D. Follow steps in the evaluation process.

In developing a plan for evaluating home economics programs and gathering evidences of benefits gained by those who enroll one needs to think through the commonly used steps in the evaluation process: (1) Assessment of local socioeconomic and cultural conditions which affect consumers, home environments and quality of family life, as a basis for (2) establishing objectives for the program, and (3) gathering, recording and summarizing evidences of achievement of the objectives as bases for determining extent of benefits and for reassessment of need and for setting new objectives.

(1) Assessment of local socioeconomic and cultural conditions which affect consumers, home environment and quality of family life. This may be done by using one or more of the following:

- advisory groups for the total local home economics program, or subgroups for the consumer and homemaking education aspects of the program. Selected to serve in an advisory capacity might be those in a position to know needs of consumers and of individuals and families, such as representatives of welfare and health departments, credit unions, banks, the courts, Parent Teachers Association, ministerial associations, a merchant (such as a supermarket manager or a manager of a neighborhood grocery in a low income neighborhood) and a Public Housing Authority representative. Low income groups themselves have leaders who should be members of the advisory committee.

- census data which provides such information as range of incomes, number of mothers working, size of families and proportion of intact families.
- surveys to secure such information as eating habits of students and families (a three-day record gives a good sample); work and home responsibilities of students; arrangements for day care of children; aspirations of students and families; availability of desirable housing; shopping facilities, including accessibility, range of merchandise, quality in relation to price, opportunities to buy on credit, interest rates, products and services being purchased; major employment opportunities with salary and wage ranges, and employment stability. Pertinent information may already be available from surveys previously done by such agencies as the Chamber of Commerce, local newspapers and the business research, public health and welfare departments of state universities.

- informal observations which provide data on such as appearance of students and people in the community; attitudes toward the aging, youth and children and general appearance of the business and residential areas, including conditions of exteriors and interiors of homes.

- listening to students provides information in some areas such as personal concerns; family problems and attitudes toward education.

(2) Establishing objectives for the consumer and homemaking aspects of the home economics program in terms of desired changed behavior of people, based on results from assessment of socioeconomic and cultural conditions. Objectives are established in relation to the life styles of the group being served. Johnson states that well-written objectives should say three things—what will a student be able to do, under what conditions will he be able to do it and to what extent can he do it. Educational objectives for specific offerings are derived from the study of students, consideration of societal conditions and the judgment of informed educational specialists, according to Ahman and Glock. Some examples of needs identified from assessment of socioeconomic and cultural conditions and program objectives on which it would seem important to focus attention might be:

For programs in an economically depressed area in a city—

For youth in school:

Condition: Diets low in iron, protein, calcium and vitamin C.

Suggested Objective: Improvement in adequacy of students' diets in meeting recommended requirements for adolescents.

For out-of-school youth:

Condition: Poor self-concept and lack of trust in adults.

Suggested Objective: Students show pride in work and accept praise from teachers.

For adults:

Condition: Family debts, poor buys and lack of knowledge on use of credit.

Suggested Objective: Families develop sound financial plans, use credit wisely and purchase items needed which are of quality to meet purpose and within budget.

Condition: Working mothers are too tired at night to spend time with children and housework is never finished.

Suggested Objective: Mothers are able to manage so essential housework is completed and some time each day is spent in creative activities with children.

For program in upper middle income community—

For youth in school:

Condition: Parents busy with social life and students have money, cars and freedom.

Suggested Objective: Students are developing interests in creative activities and service projects.

(3) Gathering, recording and summarizing evidences of achievement of objectives.

The collection of *quantitative data* yields important factual information such as the number of learners enrolled in the various facets of the total home economics program, as well as the number and classification of those not being served by the program. Numerous sources are available for obtaining numerical classifications, such as sex, age and occupation of parents or of adult students. Specific enrollment figures are needed to show the percentage of expansion that is more than normally expected due to population growth. Quantitative data may be secured from records and reports in the State Department of Education and from local school records.

Qualitative data about the benefits from the consumer and homemaking program aspect of the home economics programs are equally as important as quantitative data. The achievement of students in terms of knowledge gained can be ascertained by the use of pretest and posttest results. These tests can be constructed to measure application of knowledge as well as facts and principles.

Of equal importance are learnings other than knowledge; for example, the change in self-concept seems desirable to measure at the beginning and end of a program for disadvantaged youth and adults. An instrument similar to that used by the Regional Rehabilitation Research Institute1/ might be desirable to administer. Family life programs might find useful the instrument, the Parental Attitude Research Instrument, which was administered in a study of culturally disadvantaged mothers by Radin and Glasser2/. Remmers3/ developed an instrument on future parents' views of children which might serve in measuring changes in ideas about child rearing before and after studying child development. Another approach to show benefits from a program would be clarification of values; Raths4/ provides suggestions for value clarification that might be profitable for evaluation. Written statements by students could provide data on values they hold toward certain concepts such as money, savings and work.

Observations to show results of a program may furnish valid data if a team approach is used to observe conditions before and after a program. To increase validity, consensus of several informed persons is desirable to use in the evaluation process. How the quality of teaching promotes learning on the part of the learners has recently received a great deal of emphasis. Raths' book, *Studying Teaching*5/, provides clues for the evaluation of teaching. Both the preservice and inservice teachers might attempt to evaluate their own roles in providing an atmosphere conducive to learning.

E. Illustrative Case Situations

To be more specific, several case situations illustrating *evidences of benefit* from programs in consumer and homemaking education, with the characteristics designated under Part F of the Vocational Education Amendments of 1968, and how data might be gathered, recorded and summarized, are described:

(1) Home economics programs which give greater consideration to social and cultural conditions and needs, especially in economically depressed areas:

- A homemaking teacher was assigned to a public housing center in an inner-city area to work with the families there. She visited each family and talked with them about their concerns about food, care of children, getting the housework done and their goals; she observed care of the apartments and hallways, clothing of the family, and attitudes towards others. She recorded data as benchmarks against which to evaluate results from an educational program and she kept running records of evidences of progress. After two years of classes and work with individual families some of her records and observations were summarized and compared to data collected the two years earlier. These are some of the evidences of benefit shown from the evaluation:

  .families had improved eating habits and their money and food stamps were buying more food and a variety to meet acceptable nutritional standards.
  .apartments and hallways were cleaner and managers reported need for fewer repairs in household equipment.
  .due to the interest and request by families in adequate care of children, a day care center had been added to the facilities for children of working mothers.
  .some families had managed their finances so they had made down payments on their own homes.

(2) Encouragement of professional leadership:

- In one large community day care centers were expanding with the need for both aides and professional staff. Few individuals in the community seemed to be attracted to this field of employment. This was reported by the directors of the centers. In response to the need, units in child development offered in the ninth grade homemaking courses in all of the high schools were expanded to include a study of the opportunities for careers in child care and guidance. Observations in day care centers and nursery schools were provided and interviews were arranged for with aides, assistants and directors. After two years, enough interest had been developed that courses were being introduced into the school program for preparing child care aides and a sizable number of students indicated in their school records of plans for the future and their interest in enrolling after graduation in either a two-year or four-year program in child development. One class of older women had completed a training course for preparing child care aides. The day care center directors placed all of the trainees and indicated they could place all who completed either the high school or adult education training programs.

(3) Home economics offerings which include preparation for the role of homemaker or contribute to the employability of such youths and adults in the dual role of homemaker and wage earner:

- In a community in which large numbers of young women were employed in two garment factories, a member of the home economics education advisory committee, a supervisor in one of the factories, reported that the rate of absenteeism was high among employees, largely due to family and health problems. Exact data were obtained from both factories on this question. In response to this problem an adult education program on "Management for the Working Woman" was initiated, including group sessions and individual consultation service offered in the factories at lunch and breaktime. The supervisors encouraged the employees to participate in these sessions. After a two-year time reports from the factories indicated that:

  .absenteeism had been cut 75% and when absences did occur, few were due to family problems
  .there was a 50% increase in use of the credit union and savings had increased.

  In the high school the family living course was revised to give emphasis to preparation for the dual role. Pretest and posttest scores on a problem-type test showed an increase in understandings important for managing home and family responsibilities and working outside the home. A follow-up study was planned of a sample of the girls enrolled in the course, after they had established their homes and were also working outside, to judge their ability to manage the dual role. A checklist was planned for use by the homemakers and their husbands to evaluate their management abilities. A similar sample of young working homemakers, who did not enroll in the family living course, were also to be interviewed and scores from the checklist compared.

4. Home economics offerings which include consumer education:

- A semester course in consumer education and home management was offered for senior high school students. Records were kept of the number of boys and girls enrolled and the proportion of the total school enrollment for 11th grade high school students. Diaries were kept by students to record how they were using what they were learning in this course. A summary of the student evaluations were summarized after two years. Some excerpts were:

> "I never realized how much my car was really costing me before I started keeping records in this course. When I finish payments on it I could have almost bought two cars! I realize now I should have figured out how much interest I would be paying. I will do this the next time I buy a car."
>
> "Labels should be read carefully. The size of the package or container may be deceiving. Also in buying foods such as meat pies we should analyze how much meat we are really getting. I am now helping do the grocery shopping."

Parents of these students also reported the help they had been to them in reading contracts, insurance policies and guarantee statements. These reports were given when the teacher interviewed the parents by telephone. The evaluations were recorded and added to the summary of evaluations from the students.

F. Longitudinal Approaches to Evaluation

Obtaining evidences of long-range benefits from offering consumer and homemaking programs is difficult, largely due to mobility of population. Some states are assigning the follow-up of former students to their Research Coordinating Units or other educational service units. Some local school systems are attempting follow-up of former students by sending annual letters with an opportunity to indicate a change of address, and a request to complete a brief questionnaire about themselves. Such longitudinal studies seem essential for long-range planning.

One productive group to evaluate at regular intervals on the benefits of consumer and homemaking education might be girls and boys who were former F.H.A. members. These individuals could be compared to a similar group of former students who were not members on such things as: ability to understand and use group processes, understanding the developmental levels of children, satisfaction with the homemaking role, and attitude toward cultural groups different from his or her own. *An Advisor's Guide to Help Future Homemakers of America Evaluate Their Own Growth*6/ might be helpful in identifying emphases to evaluate.

Homemaking students who have had a semester course or at least twelve weeks concentration in consumer education might be compared with students who have not experienced such an offering. This comparison might be especially meaningful in an "economically depressed area." This could be accomplished at the end of the offering, two years after the completion of the course and five years later in time. One specific objective that might be evaluated is the ability to understand and use consumer contracts, warranties and owners manuals. Another might be the ability to apply the decision making process to the choice of consumer products. The educational, psychosocial and economic outcomes of the students might be possible to include in the evaluation, as suggested by Moss7/.

Many states have revised their curriculums in terms of the report, *Concepts and Generalizations*8/, but few teachers in these states are systematically recording reactions to any portions of these curriculums. As a result, those involved in curriculum revision several years later do not know the answers to such questions as: Are the concepts valid for a particular school or community? Are the learning experiences meaningful for the students? How were the concepts evaluated? If teachers were assigned certain portions of the curriculum materials and asked to keep marginal notes on the parts used, there would be basis for revision. Students could also give their comments on the learning experiences used. Gronlund's9/ book, *Readings and Measurement and Evaluation*, gives suggestions for curriculum evaluation.

It is realized that it is almost impossible to validate direct benefits from offerings after a period of years because of extraneous factors intervening but there does seem to be merit in comparing a sample group which has had homemaking education and a group which did not. A business operation employing large groups of women offers a potential for obtaining groups to compare on such areas as money and time management, role identification, use of the decision making process, satisfaction with children and respect for the husband's role. Taped interviews would be one way of approaching the evaluation. The Hogg Foundation's publication, *Women View Their Working World*10/, might provide some clues for an evaluation of women pursuing a dual role.

Trying to find out how many former students enter home economics careers and careers in related fields might be worthwhile to pursue. Individuals who enter professional fields, as well as how many, and choices of former students who become paraprofessionals could be studied and evaluations secured of benefits from secondary and post-secondary programs.

Knowing the contributions of the courses in consumer and homemaking education to occupational education offers possibilities for a longitudinal study. This could be indirectly approached by asking occupational teachers and/or employers to evaluate students who have had consumer and homemaking education on such factors as: appearance, willingness to use sanitary procedures, responsibility shown toward equipment and personal-social relationships.

Conclusions

Because of the difficulty of planning and carrying out evaluation of programs, it seems desirable to consider the following:

1. The employment of personnel specially trained in evaluation procedures in state and local positions.
2. Include in the budgets for home economics education programs at all levels provisions for resources needed for evaluation.
3. Set up in the state long range plan for evaluating home economics education programs.
4. State departments provide inservice programs to improve the evaluative competencies of supervisors and teachers of home economics in cooperation with teacher education instructions.
5. Teacher education institutions provide increased experiences for graduate students to participate in in-depth evaluation of programs in order to gain competency in the area of evaluation.
6. Provide for the dissemination of information about instruments appropriate to use in the evaluation of consumer and homemaking education.
7. Provide for the dissemination of the results of evaluation on consumer and homemaking education programs.

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ADMINISTRATION AND SUPERVISION OF HOME ECONOMICS EDUCATION PROGRAMS

In any redirection and expansion of the total home economics education program it will be necessary to consider priorities and decisions in relation to administration and supervision of programs at state and local levels.

Consumer and homemaking education is one of several parts of the vocational education amendments of 1968 which has implications for development of home economics education programs to serve the needs of persons at all levels—youths in school and out-of-school youths and adults. In home economics there are common knowledge and skills that are essential to prepare persons for homemaking, for the dual role of homemaking and wage earning and for gainful employment in occupations using the knowledge and skills of home economics.

Some areas of concern that will need to be considered in determining priorities and making decisions include:

1. Types of programs to be provided:
   - for different age groups and levels of education.
   - to reach persons in depressed areas and areas with high rates of unemployment.

2. Personnel needs:
   - to carry on ongoing programs.
   - to initiate new programs.
   - to make needed adjustments in programs.
   - to provide new and different types of services.

3. Inservice education opportunities for staff:
   - to help them do their present job better.
   - to make needed adjustments in present job.
   - to assume new kinds of responsibilities.

4. Assessment of program needs and outcomes:
   - to set up long-time goals and plans for evaluation.
   - to set up short-time goals and plans for evaluation.

5. Dissemination of information to the various publics:
   - to expand types and amount of program information to the various publics.
   - to develop a variety of communication techniques.
   - to disseminate models of successful programs.

6. Involvement of various individuals and groups in program planning and development, and in coordination of resources for program development. Such as with:
   - other areas of vocational education.
   - other disciplines in the school.
   - other agencies and groups that provide services to families.
   - students and their parents.
   - community members.
   - others.

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APPENDIX

PERSONS TO BE SERVED
IN THE
INNER-CITY AND URBAN AREAS

presented by

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How does one describe an urban ghetto? One can begin with a logical ordered statement of the problems and discover that there is *more* in the ghetto, more of everything Americans abhor: more people per square foot, more poverty, more hunger, disease, crime, unemployment, more rats and roaches, more illiteracy, more unsafe and unfit housing, more cynicism, hopelessness, loneliness, misery, and alienation. Or one can cite statistics about the urban poor, impoverishment in the midst of plenty, blacks and Puerto Ricans, higher neonatal death rates, larger families, broken homes, mental illness, or numbers of children, aged and disabled. Or one can describe the institutions in the slum—the antiquated and often unsafe schools, churches, hospitals, police stations, welfare offices.

But, having done all this, one has only a fragmented, impersonal, and highly inaccurate understanding of an urban slum. This denies neither the problems nor the statistics. Until, however, one feels the humanity of the ghetto, experiences its diversity and strengths, and translates the facts and figures into their impact on human beings, one is doomed to live with ignorance, myths, and stereotypes.

The unifying characteristic of all slums is stark poverty, poverty made even starker because it is surrounded and permeated by affluence. When 80% of a population is poor and 5% is rich and there is no known way to eliminate poverty, the situation is miserable. How much more unbearable and intolerable and hate-producing it is when 80% of the population is comfortable and 20% is poor, when society has the scientific and technological wherewithal to eliminate poverty and chooses not to. Poverty does not mean just that a family of four has an income of $3,335 or less. In the ghetto the family cannot produce food. It has to buy every single thing it consumes. Poverty means that four people are hungry. Hunger means loss of energy, means fatigue, apathy, and listlessness. Hunger means disease that we long ago could have eliminated. It means that the two children in the family will have difficulty learning in school or accomplishing the other tasks society sets for our young. Hunger means that a mother is less able to be patient and loving with her children, and that a father will be less able to perform well on his job or have the energy to seek one. Hunger means the slow deterioration, physically and spiritually, of the human being.

The family applies for public welfare. In November, 1967, welfare families receiving Aid to Families of Dependent Children payments, averaged, nationwide, $160.15 per family per month and $39.15 per individual per month. But Mississippi families averaged $34.95 and individuals $8.35. 1/ "In his 1967 Economic Report, President Johnson said state standards in this area are 'miserably low', and cited 18 states in which a family of four is supposed to live on $45 a month—or less." 2/

A major difference between us, middle-class people, and the slum dweller is that we have choice and he does not. Money enlarges choice. We drive to the supermarket to take advantage of a sale. We choose whether to have hamburger or steak, fish or fowl, and which day we splurge with a lobster. A poor family struggles to have meat once a week, to make a pound of meat stretch for several meals or to feed many mouths, and the real choice may be among potatoes, rice, or spaghetti.

We can decide where we want to live, whether we will rent or buy, get a house or apartment. We can bargain about repairs and remodeling. The poor pay more for less space. They take the housing as is. One of our students, in a social agency field experience, was recently startled by a new mother's concern about where the baby would sleep. "I can't put him in a crib," she said, "because the rats will get to him."

A middle-class person has choice about jobs; what he wears; whether he will go to a movie, a concert, or a ball game; buy a book, a pipe, or a piece of jewelry; where he will go on vacation, and which doctor and dentist he sees. The poor have no such choices.

Choice is not the only thing money buys. Money buys privacy. It buys the privacy of a bedroom for husband and wife; it buys children a quiet place to play, study, or sulk. It buys a separate room to eat in. It buys the privacy of a doctor's office instead of a clinic. Pay cash and no one asks how much money is in the bank, what the assets are, or whether there are relatives who can support.

Money buys legitimacy. It buys divorce. (In Philadelphia an uncontested divorce costs about $600. A wealthy person can marry four different men, have children sired by four fathers, and no one raises an eyebrow if that woman has $3,000 or more to buy divorces.) Money buys an abortion or pays for the seclusion of an unwed mother and the subsequent adoption of the child. Money buys birth control information and devices. In a sense, money buys morality. The poor have no money, but they have the same biological needs, the same desire for family life, and the same frailties and the weaknesses that characterize all mankind.

Money buys service and puts a value on one's time. Garbage and trash collectors are quite careful in middle-class neighborhoods, because the residents there know where and how to complain and because they often know important people. People with money make appointments for medical care and for dental care. Their time is valued. The poor get poor service. They sit for hours in clinics, herded like sheep, often for less than human treatment. No one places a value on the time of the poor.

Money can buy justice. A middle-class child steals a bicycle. The judge looks at the child and the well dressed parents, decides that there is obviously something wrong psychologically here, and refers the family for psychiatric help. The same crime committed in a slum area can result in a long prison sentence. (Recently it was discovered that a boy sent to jail for stealing a bicycle at the age of 15 was still there at age 22 and would have remained there indefinitely had not a lawyer become outraged.) Money pays for bail, for good lawyers, and for the discovery of legal technicalities and loopholes.

Money buys escape. Middle-class people who oppose integrated neighborhoods can afford to move to the suburbs. They remove their taxes from the city and their financial support and leadership from the public schools. In Philadelphia the public schools are now about 60% black.

Money can buy life. A pacemaker, the difference between life and death for some patient, costs about $1200. A person with money can live; a person without it dies.

In short, money has the potential to buy power, material comforts, health, justice, and morality. "Poverty is much more than a lack of cash. It is a way of life, all pervading, crushing, immobilizing, and destructive. It is self-perpetuating and infectious, spreading through regions like an infectious illness. And it is cruel, enervating, and dehumanizing."3/

Poverty characterizes all slums. In most urban ghettos, poverty is complicated by color. It is bad enough to be poor, but to be poor *and* black or Puerto Rican is more than just twice as bad. In the big cities, the shifts of the white population to the suburban ring, the in-migration of blacks from the South, the dislocation of blacks from agriculture, and the historical patterns of segregated housing are some of the factors that have contributed to solid black neighborhoods. This results in making the term *slum* or *ghetto* synonymous with black. Many of the white slums are now in suburbia. Those poor or near-poor whites left in the city are threatened by the changing neighborhoods and are most likely to resist, and to resist more violently, black movement into their territory. Suttles, in his discussion of a Chicago slum, states the problem succinctly:

> "In the background, of course, was the oppressive belief that the benefits of social life make up a fixed quantity and are already being used to the maximum. Thus, even the most liberal Italians assume that any gain to the Negroes must be their loss. On their own part, the Negroes make the same assumption and see no reason why the Italians should give way without a fight. Thus, whatever good intentions exist on either side are overruled by the seeming impracticality or lack of realism."4/

We have created many euphemisms for the black big city slum population: the disadvantaged, the culturally deprived, the indigenous poor, the inner-city residents. We talk about THE culture of poverty. This is a form of stereotyped thinking. The population must be disaggregated. There are many populations in the ghetto. There are as many life styles, perhaps even more, as in a middle-class community. Not everyone who lives in a ghetto is poor. Not everyone is disadvantaged. Some choose to remain in the ghetto for a variety of reasons. There are cultured and educated and talented people in the ghetto; there are homeowners and college students living in the ghetto.

Every slum has its own personality, its own unique flavor, and its own strengths. Harlem, by virtue of its size, location and history, has within it, perhaps, the whole gamut of ghetto communities which are found separately elsewhere. Harlem has a swinging quality, a feeling of "this is where the action is," a sense of vibrancy and life hard to describe. One has to experience it. Some slum areas give only a sense of oppression. It is not uncommon to see remnants of a slum, with large areas of rubble, where old houses have been torn down and new ones have yet to be built. These have a barren quality and capture the isolation and loneliness of a dying community. And some slums stand as mute testimony to the rioting and destruction which erupted in them.

Many studies, including those of Oscar Lewis and Daniel P. Moynihan, gave rise to what Herzog calls "culture of poverty themes." In her pamphlet, *About the Poor*5/ Herzog cites research which throws into question the right to make these generalizations:

1. "The poor do not accept the values of the middle class, but live by a set of their own."

There are many sets of values in every class, and the poor are no different. In the black communities there are those who accept or aspire to many middle-class values and who want in or are co-opted into the mainstream of American life. There are also blacks who espouse different values. No one person or group can speak for the black community, for there are many communities.

2. "The poor are impulsive, living for the moment, incapable of deferred gratification and planfulness."

This is as true for some of the poor as it is for those in the middle class who use credit cards, charge plates on a revolving credit plan, and who "Fly now and pay later." In both groups there are people who save for education, who buy insurance, who plan for the future. Who has the easier task? The exodus from the ghetto to more affluent communities is testimony of the planning and saving that occurred.

In the ghetto some values and attitudes evolve as the only way to survive in a hostile world. And these are often creative and innovative responses.

3. "Among the poor, especially the Negro poor, illegitimacy carries no stigma."

Herzog notes that white and nonwhite patterns of people with low income converge in attitudes about marriage. A good marriage is far better than no marriage, a bad marriage is far worse than no marriage. (This is especially true when one has no possibility of getting money for a divorce.) Having an illegitimate child is unfortunate, but it does not necessarily hurt the chances for a good marriage.

4. "The low-income Negro family is in disarray, and is rapidly deteriorating."

5. "The broken family, so frequent among the poor, is by definition a sick family."

There are healthy single-parent families and sick single-parent families in every class. The middle-class family is more apt to hide or deny discord and more able to seek counseling, get a divorce, or remarry. It is the black families, broken or whole, who are storming the schools for a better education for their children, who are organizing to get minimum decent benefits from welfare agencies.

6. "The Negro woman is dominant, economically and psychologically."

7. "The family and sex patterns of the Negro poor are a direct reflection of a slavery heritage."

According to Herzog, from 1959 to 1965 there was almost no net rise in the proportion of female-headed Negro families. Again, findings suggest more commonalities in similar income levels than in black-white analysis. There is no such thing as "THE Negro family", just as there is no "THE white family." Some Negro women are economically dominant because our society has for so long underpaid and undervalued Negro men. Despite this, in the civil rights struggle and in the Black Power movement, there is strong masculine leadership.

All of this points to the fact that it is not always fruitful to understand subcultures in the slum through major emphasis on the Negro family problem. Nevertheless, putting the emphasis on family to one side, there are some deficiencies in the urban ghetto that are all the more poignant for the nonwhite population. Dumont6/ cites four:

1. The deficit in repeated and varied sensory stimulation, begun in infancy and continued through life. We know that hunger makes one seem apathetic or lazy. Lack of stimulation produces the same effect and, when serious, can result in permanent mental impairment. Racial prejudice and discrimination compound the problem for the blacks and Puerto Ricans.

2. The lack of self-esteem which derives from powerlessness; from inadequate or no support from political, economic, social, or welfare institutions; and from the inability of the ghetto resident to get his share of the resources and power. The man who is subjected to the indignity of being called "boy" must either react by hating *honkies* or *whitey* or die inside. A child in the alien world of the middle-class school, coming hungry and less able to meet the expectations of the middle-class teacher, develops a negative self-image which is constantly reinforced by the world around him. Nobody in authority seems to value his struggle or the hard reality of his life. But all pick upon his weaknesses, failures, and lacks in achievement.

3. For some people in the ghetto there is no sense of community, no rootedness, no pride in home or in school or in belonging to the neighborhood.

4. Environmental mastery seems impossible. More seems to happen through luck or chance than through thoughtful planning. New programs, designed to aid the ghetto resident, quickly become embroiled in local politics and jurisdictional clashes. The War on Poverty is announced with fanfare, and the resources are so inadequate and scattered that many a ghetto resident does not know of their existence. Hope is stimulated but not fulfilled, and deep cynicism replaces hope. Meanwhile the rest of society sits back, thinking the problem has been solved. Rewards in this life are so uncertain and so few that long range benefits are hard to perceive and almost impossible to believe. Self-sacrifice seems wasteful, if not stupid. Even if a black espouses fully all the middle-class values, dresses in Madison Avenue style, and fits himself neatly into the mold Whitey has made for him, he still cannot move into the neighborhood of his choice.

With the impetus of the civil rights struggle and the growth of the black power movement a new sense of pride is being fostered. Concomitant with this is a deep sense of community in which black people are utilizing self-esteem and feelings of worth—black is beautiful—to secure control over their own institutions. Black entrepreneurship, the black voices heard in the schools, black involvement in all levels of the community are manifestations of the positive connotations of black power which need to be nourished. We cannot continue to berate the ghetto for not living up to middle-class values and standards while we maintain institutions which block mobility, preserve isolation, and devalue difference.

When I taught the so-called "slow learners" in an inner city high school, I was constantly bombarded by evidence in two seemingly paradoxical aspects of the life of these students. The first was the grim harshness of their lives. They were the real "have nots" of society, suffering from almost every form of deprivation and punitive, discriminatory practices that exist. As I learned their language and their varied life patterns, there grew in me a sense of rage that any child or adolescent be subjected to such a hostile and growth-killing environment—and this included the school. Simultaneously, I was struck again and again with the strength of human beings to surmount these impossible odds.

How then do we harness these strengths? What is the role of the University in the urban community? For too long, I think, we have approached the problem of training indigenous people from the point of view of the professional who decides what the poor need and what is good for them and who fears the unwashed and the untrained in the role of human service personnel. It is past time to stop looking at the job the professional now does and dividing out those tasks the new worker can do. Such an approach sanctifies and rigidifies what is now being done. Is it not more profitable to look at the tasks the ghetto resident wants to accomplish and to look at the skills and strengths of the trainees? When this is done, new conceptions of task and training can emerge without either destroying the good practice or perpetuating the bad.

The University cannot train all the indigenous personnel required for the services desperately needed in the inner city. It can, however, design career ladders from high school dropouts to doctoral candidates, to provide horizontal and vertical mobility. It can take in a trainee population to train trainers. It can talk with community residents to discover their aspirations, skills, and needs and can design programs for homemakers, family health aides, child care workers, public housing aides, and a myriad of other services that ghetto residents identify as needs. One department in the University can join forces with allied fields (such as the health sciences, social work, child psychiatry, and education) to pool resources, develop curriculum, and provide the research and evaluation. The University can reach out to high schools as well as community colleges.

Most of all, people in the University have to enter the urban ghetto, or any ghetto, to learn and go forth to serve. One has to open one's mind and one's heart to people who at first blush may seem frighteningly different, but who have the same joys and sorrows, the same dreams and aspirations, and the same need to be useful and contributing that we have.

I'd like to close by reading some correspondence from a white teenager who reports her first impressions of Harlem with openness, ambivalence, and deep, caring concern.

As a part of her college program, this youngster went to work for HaryouACT in a block rehabilitation program. Let me describe the block. It is long and narrow, with four- and five-story tenements lining both sides. The facades of the buildings are the dismal, gloomy, dark brown that red bricks take on when exposed to years of weather, grime, soot, and other forms of air pollution. At each end there are a few little stores, a grocery, a fruit stand, or a shoemaker. Picture 1349 families living in this one block in old houses with antiquated plumbing, impossible ventilation, peeling plaster and dirt, and unbelievable crowding, for many families are large. Rents are high and some families have to double up. Now visualize, right in the middle of the block on one side of the street, a large junior high school, circa 1900, with its population of 1200 or more children suddenly coming out at lunch or at the end of the school day. No statistics on the density of the population can paint this picture. But I think these letters from a teenage girl get at what density and difference look and feel like. The first was written about two weeks after she arrived on the job. She was the only white person assigned to this project and the only white person on the block.

October 15, 1965

"How can I express the complex of feelings bubbling inside me? I will make a feeble attempt.

I walk down the street, and pass markets selling vegetables and meats I have never tasted, never seen on sale. The population of the street ebbs and flows, for when school empties for lunch, unbelievable hundreds of children crowd into the street, making it dense and sticky. These are the children who flee into the office and grab at my hand, fascinated by the click of the typewriter, by the flow of my hair. Now they shout to their mothers who are leaning out of windows.

And the smells. I have read the books, I know the facts. But how to describe that indefinable mixture of smells, that I am slowly beginning to sort out, one by one? To tell the heroin from the mariguana—no, I mean the juice from the pot—the chitlins (I started to write chitterlings, but that's not it) from the okra, the dogs from the urine, the fried chicken from the hot dogs.

I walk down the street, and smile at the people as I pass. They smile back, and say good morning. But what resentment and hostility is behind that smile? Do I know? Will I ever know? Do I want to know?

I work in the office with four Negroes from Harlem. Three have temporarily accepted me. But from one I sensed hostility from the beginning. Today I discussed my feelings with all of them, groping to understand. They responded—we recognized the vast gaps, but we can begin to communicate. But one is a Black Nationalist, and is so convinced, not intellectually but emotionally, that whites have mistreated her and hers, that she hates. She knows it's wrong, but feels it's right. She hears my words, but does not believe them, for she sees me as Marjorie White, not as Marjorie. What can change her? Should anything change her? Can anything? I don't know.

To the people in my office life is a constant struggle, to be endured with great pain, and rarely enjoyed. My life has, more often than not, been a great joy. I am struggling to understand, to communicate, to be accepted, and this is new to me. It is very difficult, but I must try. Does this express it? It is a beginning.

December 1, 1965

Last week I took Tyrone to the eye clinic. His mother has four other children and couldn't take him, but his eyes seriously needed checking, because the eyelids do not open all the way. I didn't know my way around, and was shunted back and forth from office to office, floor to floor, with forms and directives thrust at me from all sides. There was never a smile—only impatience mixed with contempt.

As I walked into the waiting room, more than a hundred people were sitting there. A few were talking but most were just sitting, staring, impassive. Some of the children ran in and out, dodging chairs and ashtrays and passing nurses, but most of them, too, just sat, sad-eyed and waiting. Periodically a name would be called over the microphone, there would be a bustle, and someone else would disappear behind the doors. Every once in a while a nurse or doctor would poke out a head, assess the crowd with weariness or resignation or resolution. I soon tired of the monotony, and began to sing songs and tell stories to Tyrone. One by one, children's heads popped around, and oh—so cautious eyes began to show interest—soon I had an audience. After two hours, Tyrone was examined, by a mocking but experienced hand that said, "I've handled too many children like you, whose teeth and eyes and stature reflect poor nutrition and little care." In three weeks they will operate to correct the eye problem.

The long talk with his mother was fruitful, and she will take him on future clinic trips. I can't blame her for avoiding the place, for the attitudes and the wait are killing. And so Tyrone, at four, learns to be aloof and impassive, to sit and wait.

These days I come home so upset that I can't bear to face my roommate. I have taken some steps toward change, and hopefully change will come, but only slowly—perhaps not until after I leave. No more depressing news from me."

FOOTNOTES

1/ *Program and Operating Statistics,* WELFARE IN REVIEW, March-April, 1968, Table 6, p. 49, U.S. Department of Health, Education and Welfare, Washington, D.C.

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5/ Herzog, Elizabeth, ABOUT THE POOR—SOME FACTS AND SOME FICTIONS, Children's Bureau No. 451, 1967, Department of Health, Education and Welfare, Washington, D.C.

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THE RURAL POOR

presented by
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Problems of the Rural Poor

My task today is to think with you about the conditions, problems, and concerns of the rural poor. My concern and interest in this topic primarily comes from my own background and experience of being among the rural poor for all of my life. Every day I see the results of rural poverty. Montgomery, Alabama, lies at the center of a broad band of counties crossing our state where poverty is rampant, and where it has existed for many generations. We are a section of the nation that has consistently exported our "poverty problems" to the cities of the North and the Midwest. Even so, the poor who remain exist at such low economic levels that the State of Alabama continues to be among the poorest of all the states of the nation.

It is perhaps useless to speculate about the past, but I have often wondered what our country might be like today if we, as a nation, had given greater attention and devoted more resources toward solving the economic problems of the rural South. Of course, rural poverty is not confined solely to the South, but history reveals that for many years it has been a region of extreme and cruel poverty. Would there be less turmoil in our cities today if earlier generations had somehow made a more massive effort to eliminate rural poverty?

It is interesting to note that many, many studies have been made concerning the problems of the rural poor. I sometimes think that had we used our resources to alleviate rural poverty instead of studying it, we might be able to point to greater accomplishments than is now the case. However, these studies have served to dramatize the plight of the rural poor and have given impetus to constructive action.

The rural poor have been studied from the standpoint of education, public administration, employment, the professions of law and medicine, as well as from the standpoint of agricultural change and the potential for industrial development in rural areas. We have studies on the migration of the rural poor; we have studied the rural poor by geographical region; in terms of race, ethnic origin, and age; and even in terms of political development. We have studied the interrelationships of rural and urban America; Republicans have studied the rural poor, and so have the Democrats.

From such studies, articles, and other references concerning rural poverty, I have collected some information that gives what I call a profile of the rural poor.

There are 15 million persons in America who are classified as the rural poor. This is more people than the total population of most underdeveloped countries of the world. Rural America contains 29% of the population of the United States, but 43% of all those who live in poverty.

*Rural poverty exists throughout the entire United States although it is most acute in the South. About half of those classified as the rural poor live in the South. Rural poverty is also associated with sparseness of population. Not all of the rural poor live on farms; many of them live in rural villages and small towns.

*Three-fourths of all rural poor are white; however, an extremely high proportion of Negroes in the rural South and Indians on reservations are destitute. For example, a little less than half of the white farm families are poor compared to 8 out of 9 nonwhite farm families. Among rural nonfarm families, 19% of the whites are poor compared to 67% of the nonwhites.

*A disproportionate share of all poor come from broken homes or homes without an able-bodied breadwinner. Also a disproportionate share of all poor are found in large families.

*A substantial proportion of the rural poor are elderly. Whereas less than 14% of all family heads are over 65 years of age, nearly a third of the rural poverty family heads are in this age group.

*Hunger and malnutrition are widespread among the rural poor; disease and premature death rates are startlingly high, and medical and dental care are conspicuously absent.

*Unemployment and *under*employment are major problems in rural areas. The national unemployment rate is approximately 3%; the rate in rural areas averages about 18%. One study revealed that underemployment among selected farmworkers was as high as 37%.

*In terms of educational facilities and opportunities, the rural poor are again shortchanged. More than 3 million rural adults are classified as illiterates. The rural poor attend school less regularly, have poorer educational attainments, and drop out earlier.

*Most of the rural poor are ill-housed. One of every 13 houses in rural America is officially classified as unfit to live in. 44% of the bad housing in the United States is in rural areas, while rural housing is only 30% of the total housing supply.

*The rural poor are widely scattered and as a result are not so evident as the urban poor who are concentrated in densely populated ghettos. Therefore, the rural poor are harder to find and to enlist in public programs aimed toward improving conditions and the rural poor have not generally benefited from such programs.

*Major farm legislation has helped farmers adjust supply to demand, but it has not helped farmers whose production is very small.

*Farmers, and farmworkers particularly, have been denied unemployment insurance, the right of collective bargaining, and the protection of workman's compensation laws.

*Benefits of the poverty programs have not reached the rural poor to any great extent. In 1964-65, it was estimated that $700 million in poverty funds were spent in urban programs as contrasted with $222 million for programs in rural areas.

*The U.S. Employment Service is relatively inactive in rural areas in placing the unemployed poor, and in placing them in nonfarm jobs outside the communities where they live.

*The food stamp plan of the U.S. Department of Agriculture is available to both urban and rural poor, but it has been the least effective among the rural poor. It is operated upon the request of the state, and consequently there is no program at all in some of the poorest counties of the nation. Less than 7% of the poorest poor (those with family incomes below $2,000) participate in the food stamp program.

*The school lunch program has been ineffective in reaching the really poor. It does not reach pre-school children at all, and 30% of all rural schools have no facilities for preparing lunches and thus cannot participate.

*There are a number of federal welfare programs to help the aged, dependent children, the blind, and the permanently disabled. Again, these programs are operated through the states and require state matching funds. The states where people are most in need are either unable or unwilling to provide help for their poor to the same degree as the higher-income states. It has been estimated that no more than a fourth of all the poor participate in any of the federal welfare programs.

In a recent study the Southern Regional Council concluded that, in the poorest sections of the United States, the rules about who gets public assistance have but one obvious purpose: to keep as many people as possible from getting help.1/ And the rules have been exceedingly successful. This study was concerned with 100 of the poorest counties in the United States (97 in the South, 2 in Alaska, and 1 in Oklahoma) where the median family income ranged from a low of $1,260 in Tunica County, Mississippi (where 77.8% of the families have yearly incomes below $3,000) to a high of $1,956 in Atkinson County, Georgia (where 68.5% of the families have yearly incomes below $3,000). In all these counties, the help that poor families get is much less than they need. The assistance they receive is even less than the minimum amounts the states define as necessary. For example, Louisiana sets a standard of $123 a month for the support of a woman under old age assistance; yet Louisiana provides only $82 per month. Alabama says a mother can support three children on payments of $177 a month from aid to families with dependent children (A.F.D.C.); but Alabama pays such families only $81 a month.

Furthermore, the requirements for receiving even this limited aid are restrictive. Here are some samples of limitations that operate to keep the needy from getting welfare:

Texas gives aid to blind payments only to people over 21...not to blind children and teenagers.

In Georgia and Texas, teenagers past 16 do not receive A.F.D.C. payments.

In Texas, many of the poor are seasonal farm laborers from Mexico. Yet Texas requires U.S. citizenship before it will aid the old, the blind, the disabled, or a family with dependent children.

Residency rules are probably most useful for keeping people from getting assistance. The only blind people to whom South Carolina will give $75 a month are those who manage to live in the state without help during the preceding year, or those who went blind in South Carolina before the bill authorizing aid to the blind was passed.

In Alabama, Mississippi, South Carolina, Tennessee, Texas, and Virginia, a child must be living in a "suitable home" to qualify for A.F.D.C. payments.

In painting this profile of rural poverty in America, I am reminded of a statement attributed to the French philosopher, Jean Paul Sartre. "The greatest sin," Sarte said, "is to turn what is concrete into an abstraction."

Are we not guilty of this sin when we give labels to the ills of our society such as "the race problem", "the crisis in the city" or "law and order?" And in the same sense, are we not guilty when we make an abstraction of the reality of human suffering and label it "problems of the rural poor"?

"The problems of the rural poor", translated, means a 26 year old Negro mother of four, who is a household worker. After securing the aid of a friend who helped her survive the battle of the red tape to qualify under the food stamp program, she had money to buy groceries. All her life she had purchased food on the basis of $2 to $3 each time she stopped by the grocery store. Now she had $50 to spend and was confronted with the noise, glitter, and strangeness of the huge supermarket. Her biggest problem, personally, and from the standpoint of the health and welfare of her four children was simply this: how should I spend this $50? There was no one to answer her question, nor did she know how or where to seek answers.

"The problems of the rural poor", translated, means John and Grace Daniels, both age 20, with one child and expecting a second one. John is employed but earns only $232 a month. This young family owes bills in the amount of $1,696. The management of income and increasing the income of this family are essential to their well-being. Where do John and Grace go for help?

"The problems of the rural poor", translated, means thousands of children so malnourished and with growth retardation so serious that their mental capacities are affected. We are told that 90% of the brain cell growth occurs between the ages of one and three, and infants deprived of proper nutrition never recover. A child who is anemic and ill-nourished is not a good candidate for education.

The needs, problems, and concerns of the rural poor are as varied and as complex as human nature itself. It is important for us to remember this fact as we think together about ways of serving the rural poor through consumer and homemaking education. While you cannot, with this one program, solve all problems, you do have the resources to make a new impact on the problems of the rural poor.

It would be presumptuous of me to suggest specific programs that you might conduct to serve the rural poor and disadvantaged under the provisions of Part F of the Vocational Education Amendments of 1968. You have the special knowledge and professional competencies for that task. However, I would suggest some basic considerations that may be useful in structuring programs for the rural poor and disadvantaged. These considerations might be termed the "intangibles" as contrasted to the more visible aspects of rural poverty such as inadequate food, clothing, and shelter.

First of all, we must recognize that the existing "system" is not structured or operated to serve the poor, and this is especially true of the rural poor. This is not a new phenomenon; indeed, such has been the case throughout recorded history.

In this nation, and in our own time, we have seen efforts to change the "system" or the existing order, so that its benefits might be available to the poor. The underlying current of both the labor movement and the civil rights movement has been to change the political system (which controls social and economic conditions) so that the poor and disadvantaged might share more fully in the benefits that abound.

There is no institution of our society, and I include the church, that is solely dedicated to helping the poor and to eliminating poverty. Even with the commitment of the federal government to abolish poverty, we have failed to reach the poorest of the poor, and particularly the poor in rural areas.

Another consideration is simply this: in assessing poverty we must remember that it is more than a lack of money; poverty is also a lack of security and stability, and a sense of complete helplessness to do anything about it. In the mountains of Appalachia, or in the isolated Indian reservation or the migrant worker's camp, one would be hard-pressed to convince these people that America is, in truth, a land of hope and promise. This condition of despair perpetuates itself from one generation to the next, and we are finding that it develops at a rather early age.

For example, a research project at the University of Kentucky was conducted to see whether children living outside the mainstream of American society share positive feelings about government.2/ There have been a number of studies of how children are socialized into our political culture, and they generally have shown that young children are remarkably well disposed toward political leaders. Most American children are willing to believe that the President, especially, is strong, wise, honest, bráve, and truer than any Boy Scout. If all American children see governmental figures positively, then, our future political stability seems assured, or so some of the social scientists believe.

To make the test, researchers questioned 305 school children in Knox County, Tennessee in the heart of Appalachia...a county where the annual per capita income is $501 as compared to $2,223 for the United States as a whole. When the political evaluations of the children of Knox County are compared with those of children in other studies, their views are strikingly negative. Only 35% of the Knox County children think the President works harder than other men, compared to 77% of the children in a similar study made in Chicago; only 23% of the Knox County children think the President is more honest than other people as compared to 57% of the Chicago children; only 45% of the Knox County children will admit that the President knows more than most men (compared to 82% of the Chicago children) and a full 22 percent think he knows less. 82% of the Chicago children rate the President "a good person" and only 68% of the Knox County children agree and another 26% believe he is not a good person.

It is little wonder then, that one of the writers on rural poverty has suggested that the only sensible advice one can give to the rural poor is to "move to the city and learn to riot." If the system is against you, and if there is no hope, then at least you can get some attention by organizing and participating in a riot!

But now for a more positive note:

The new 1968 legislation gives those of you in home economics education an opportunity to become spokesmen for the poor and disadvantaged.

You are well qualified to do this. As a profession, you did a noteworthy job both during the depression and during World War II in helping families make maximum use of available resources. Congress has recognized in this new legislation the special contribution which home economics can make at this time to the needs of the poor and disadvantaged.

You have the "know-how" to do the job that needs to be done and you know how to involve others in helping you.

There are individuals, institutions, agencies (both public and private), business and labor groups that are concerned about the plight of the rural poor. Their efforts, many times, have been isolated and have not been given direction. In most cases they have not been solicited or asked to help in a program of education when everyone agrees that education has to be the ultimate solution.

If you will take the initiative that is provided for you under this new legislation, I am confident that you can enlist aid and resources from outside the regular school system. But it will be your task, as leaders, to determine what help is needed and then to seek that help from all sources available within the community.

To illustrate what I am saying: the businessmen who belong to my association have contributed funds, and we have solicited the aid of other businessmen and bankers, to establish the Consumer Credit Counseling service in Montgomery, Alabama. Counseling is provided free of charge to any person who needs advice concerning personal financial matters. Primarily it is designed to serve those who find themselves overwhelmed by debts to the extent that they cannot solve their financial problems. Both from the businessman's viewpoint, and from the welfare of the individual, bankruptcy is really no solution. When that occurs the individual has to turn over his assets to the court, and by the time proceedings are held, the lending institutions seldom, if ever, receive the full amount of the original obligation. So, the Montgomery Consumer Credit Counseling service is an attempt on the part of our association to help individuals and, at the same time, benefit business by helping to keep individuals and families financially solvent.

Thus far the service has been an outstanding success. We have a good staff and in the past two years have worked with success on more than 700 separate cases. Most are young married couples; the majority have been white; they are not among the very poorest of the rural poor, but their assets are exceedingly low. Many are on welfare, retired, or unemployed. In the case of families, we have consistently made it a practice to require that both the husband and wife attend counseling sessions. We are pleased thus far with the results of the counseling service which have been good—but just don't go far enough. One of the major concerns of our staff is the fact that once the counseling service comes to the rescue, we have no way of providing additional aid and/or instruction for these families so they can better manage their resources. We are fearful that the lack of knowledge which created the problem in the beginning will not automatically be replaced with good judgment.

As you implement this new legislation, seek the involvement of business people who can provide technical assistance, who may assist you in identifying and reaching the poor, and who are willing to contribute to your efforts, if asked. I have an idea that you can get the participation of the business community, labor, and civic groups to serve as advisors to your programs. They will often have a point of view or information that can help give relevance to your programs. They conceivably will contribute material and/or financial resources; such a committee might even assist you in tackling "the system" on a day-to-day basis in your efforts to make it more responsive to the needs of the poor.

The next suggestion I would make to you is that you seek to involve the poor themselves in planning and carrying out educational programs. In order to get participation, and to have programs that are relevant, we need to become acquainted with the poor; we need to listen to them; we must communicate with them. In fact, communication may be one of your most difficult problems, but it is one that can be solved if you're willing to work at it. The rural poor have not been served well through the agencies and programs that now exist...so let's involve them in building educational programs that will meet their needs.

And finally, through your programs in consumer and homemaking education, you must show that you are someone who cares.

For several years I have had the privilege of serving on the Board of Directors of the Alabama Rehabilitation Foundation. This foundation receives government funds to train and rehabilitate young prisoners who are under the jurisdiction of the Alabama Prison System. For the next hour I could cite examples of success in that program, but the one paramount reason for its success has been, in my judgment, the fact that for the first time, these young offenders discovered that someone was honestly and sincerely concerned about their welfare.

I have seen the Head Start programs in my community create in pre-school children new attitudes about themselves. These changes occurred because the Head Start teacher made the students feel important and gave them a sense of security.

Maybe you are thinking that it is not the task of the school to provide love and security for people, and perhaps it isn't. But I say to you that if we are ever to improve conditions for the rural poor, it will be when someone or some institution assumes responsibility for caring about what happens to human beings. I could make a case for the school to assume more of this responsibility by pointing out that it is one institution of our society that exists, in some form, in practically every community of America, including the rural communities. Can we make the school a place where people go to learn to improve their lives? Can it become the institution that teaches us about the importance of families, and the responsibilities of families to provide love, warmth, and security for its children?

I would urge that you be very practical in your approach to educating the rural poor. They live in a world that is almost overwhelming...and they must learn to cope with that world, first on a day-to-day basis, because their problems are immediate and pressing. As they learn to conquer one day at a time, then, and only then, can we help them to think about the future...for in their present state of being, there is no future.

The rural poor are a part of a great experiment that is called America. They are just as much a part of America as those of us who are in this meeting at this moment. We all know how important it is that the American experiment succeed. Too many lives, too much treasure, too much work, and too many dreams have been expended upon it for us to fail at this point in our history.

[1] TRANS-ACTION, SOCIAL SCIENCE AND MODERN SOCIETY, November, 1968.

[2] TRANS-ACTION, SOCIAL SCIENCE AND MODERN SOCIETY, February, 1969.

CONSUMER INFORMATION NEEDS OF FAMILIES

presented by

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Consumer Information Needs of Families

Once upon a time there was a man named Jack. He tilled the soil day upon day. In the soil he planted potatoes. Later when the cold winds, snow and ice came, Jane, Jack's wife, went to the cellar and brought up an apron load of potatoes. These she boiled in a huge black pot to serve to Jack and their many children.

Once upon a time, like today, there is a man named Jay. He toils in paperwork day upon day to earn money so Jean, his wife, will have means to satisfy their family's needs. Jean goes to the supermarket to buy potatoes to be served to Jay and their few children.

At the supermarket Jean finds not one kind of potato, but potatoes in 47 forms greet her there. Jean reads, figures and compares, and finally buys potatoes for her family's fare. The black pot is out, as is the fire, for the potatoes, you see, were already prepared.

Through the frivolity of a nursery rhyme start, we could say the task of meal preparation is as simple for Jean as for Jane. Where Jean has food that is ready-to-eat, Jane had few choices to make. One might conclude that Jean, with little or no work to do and just a few decisions to make, has it pretty easy. The trip to the supermarket, a choice and a purchase are the tangible efforts Jean makes. She will need to cope with pricing, quantity, brand names, quality, sizes and weights, labels and dates, food additives, non-deceptive packaging, shelf-life and adulteration which may be present, too.

Today, as in no other time in history, activities from various sectors of our economy—government, industry, and households—are assisting the Jays, Jeans, Johns and Janets.

Terms such as consumerism, the consumer era and the age of the consumer are heard to mark these times.

The Consumer Is

The topic, Consumer Information Needs of Families, seeks to identify who the consumer is and the content of consumer information.

Each person in the population is a consumer. Each person performs the act of consuming day and night when he or she makes use of goods and services.

Current population figures as well as their projections provide a view of the numerical strength of consumers in this country. At the present time we have a population of 201 million people in the U.S.A. The population estimate for 1980 is 228 million. Remember each of these persons is a consumer.

The distribution within age groups suggests a young population; 59 percent of the current population is less than 35 years of age. This same percentage will hold for 1980. Although the numbers of children and teenagers are predicted to remain rather stable, this group will shrink from 39 percent to 34 percent as a proportion in the population by 1980.

The number of consumers in the young adult group, 20-34 years, is expected to increase from 40 million persons to 58 million by 1980. As important as the number increase is the projected 46 percent increase by 1980 of persons in this age group. The consumers in this young adult group are of particular interest since they make many economic decisions. They are setting up households, developing financial security programs and getting a start in their occupational choices.

A change in the number of consumers who are 65 years of age or older affects the population distribution, also. Although this group will increase only 1 percent between 1968 and 1980 as a proportion of the total population, the growth of the number of persons'within the age group will show an increase of 22 percent by 1980. Persons over 65, along with children and teenagers, are the consumers who very likely are dependent on others for many of their economic decisions.

Importance of Consumers in U.S.A. Economy

Another way to look at consumers is to view them as an aggregate in national income, one of the measures of economic growth.

In 1968, consumers received $686 billion of the $861 billion estimated as market value of goods and services produced in this country. The money received is known as personal income. Consumers paid $97 billion in taxes to leave $589 billion in personal disposable income. Of this latter amount, $534 billion was spent for consumer goods and services and $41 billion for savings.

The figures are impressive, but, more so, is the knowledge that the consumer plays the major role in the transfer of these monies. For the money comes to the consumer in exchange for productive services and leaves the consumer's possession when spent for goods, services or savings.

Consumers are found in the statistical counting as individuals and as members of a family or household. The figures for money incomes of families are more meaningful to use when given in thousands of dollars per family rather than billions in aggregate. The $589 billion in personal disposable income earned by individuals and families in 1968 provided a median income over $8,000 for families.

The Objective of the Family as a Consuming Unit

A family in its role of consumer has the objective to buy and use goods and services to satisfy its wants and needs.

The family's objective becomes difficult because of scarce means for attaining the variety sought. Choices must be made among the wants and needs as well as among the resources with their alternate uses. Any latitude in choice is dependent on the knowledge a family has of the alternatives which its income permits.

Money income provides the medium of exchange in our markets. Families have no difficulty in the concept of scarcity where money is concerned.

Consumer Information Versus Consumer Education

Although money is a vital resource in the provision of wants and needs, consumer information and education should not be overlooked as other means to attainment.

A distinction should be made between consumer information and consumer education. Consumer information is the subject-matter content, the facts, the truths, the specifications, the store of knowledge surrounding and concerning wants, needs, goods, services and their means of attainment.

Consumer education is the dissemination of this information. The consumer educator expects the attitudes and behavior of those who become educated to change. The assumption is that the changes in attitudes and behavior will make for improved choices in goods and services to yield greater satisfaction of wants and needs than ever before. Thus, the informed consumer is a better consumer.

The Content of Consumer Information

A brief look has been taken at the consumer as the term serves the topic, Consumer Information Needs of Families. What; then, are the information needs?

Since family choices depend on the knowledge of the alternatives which are used to satisfy wants and needs, the content of consumer information can be quite varied and extensive. The obvious approach to the content is an outline and I am going to be obvious. Let me give you a word of warning, though, as you look at the outline; it is not intended as a course outline. It is only one way of organizing content.

CONSUMER INFORMATION NEEDS OF FAMILIES

A. The Consumer in the Economy
   1. Who is the consumer?
   2. Distribution of consumers in the population
   3. Distribution of income to consumers
   4. Consumer choices—rights and restrictions
   5. Consumer sovereignty?

B. The Family as a Consuming Unit
   1. The objective of families' consumption
   2. Families' wants and needs
   3. Purchasing power of families
      - Money income and credit
   4. Quality of living sought by families
      - Standard of living, level of living and level of consumption

C. The Family in the Market Place
   1. Competitive markets
   2. Consumer demand
   3. Prices
   4. Types of retail stores
   5. Creating wants for families
      - Advertising, displays, demonstrations, premiums, prizes, discounts and trading stamps
      - Tradition and customs, fashion

D. Families' Choices in the Markets
   1. Guides to better buymanship
   2. Spending for goods and services
      - Food, housing, clothing, transportation, household furnishings and equipment, recreation and health
   3. Providing for the future
      - Insurance (auto, property, life)
      - Savings, investments
      - Social Security

E. Consumer Forces
   1. Agencies to aid families in consumer choices
      - Government (local, state, national)
      - Private business and industry
      - Consumer organizations
   2. Agencies to protect families as consumers
   3. Legislation to protect consumers

I am not going to belabor the outline point by point. Instead, I would like to make comments for your consideration as the disseminators of consumer information to families.

1. Need for Pertinent Information

Consumer educators have been known to promote the generalization, "buying in bulk or in large quantity reduces the price per unit." The statement is operational for families who have a need for a quantity supply, have storage space and initial funds to pay for a quantity. But how about the family of 5 or 6 who spends only $15 or $18 each week for food as well as non-food items at the grocery store? They pay 18 cents for 1 pound of sugar instead of 11 cents per pound if and when a purchase of 10 pounds can be made. The 5-for-98-cents and 2-for-27-cents specials are of no use to families who do not have the price of a special quantity purchase.

The consumer educator well may need to soft-pedal buying in quantity for families with limited incomes.

Are consumer educators dealing with the relevant when the concept of "saving for a rainy day" is advanced to families who haven't funds for minimum life and health insurance?

On the other side of the coin are found the affluent families. Should they be taught comparative shopping when it involves saving 4 or 5 cents on a package of vegetables or spending 20 or 25 dollars less on a coat which is easily afforded?

Finally, are classes in using meat extenders and dried milk pertinent to the homemaker who can buy meat for three meals a day and has milk delivered to the door at an additional cost of 1 to 2 cents per quart? I think not.

2. Need for Sources of Consumer Information

A family choosing to seek consumer information on its own has two choices:

(1) The family members can become experts on production, distribution and consumption of needed goods and services. This condition presupposes the choice-makers in the family as economic men. As such, they know all, see all and hear all regarding quantity, quality and prices of goods and services to satisfy wants and needs.

(2) The family can test a product or a service and through experience learn its utility or want-satisfying power.

Neither of the choices open to the family is feasible. No member of a family behaves as an economic man, and no family can afford to purchase a variety of goods and services for testing prior to making a choice.

The family in its function as a consumer unit must rely on outside sources for consumer information. Business in its bid for families' dollars makes information available. However, the family needs critical perception toward the information.

Private and government agencies in support of fair competition have made consumer information available both directly and indirectly to families.

Families have an abundance of consumer information available to them, in most cases, just for the asking. A list of materials and sources might be compiled. Because such materials become outdated in a short time, the family would be more benefited by a list of sources for sources of information.

3. Product Care and Use, a Concern of Consumer Information

Families need to think of consumer education as containing information applicable not only to the selection and purchase of goods and services but to their use, also. Topics such as intelligent choices, quality buying indicators, new styles and products, variety, and price place emphasis on selection and purchase. The consumer information offered to families often neglects the role that care and use play in utility.

4. Caveat Emptor—Let the Buyer Beware

Caveat emptor, which means let the buyer beware, is still regarded as an important rule of the markets, in spite of the vast amount of consumer interest which has resulted in broad programs of consumer protection, legislation and education.

Families continue to need protection from fraud and to have safety and reliability assured in the products and services they purchase. The need to educate consumers to buy more critically increases in direct relationship to the availability of market offerings. Incidents to support the need for families to examine their purchases critically are not difficult to find.

In the past 5 or 6 months, I have received 7 unsolicited credit or discount cards. Last week's mail brought a letter containing 4 CASH ADVANCE coupons. Each coupon when used would provide me with $50 in instant cash. All I had to do was to use the CASH ADVANCE coupons with a particular credit card, one of the unsolicited ones previously mailed to me. Unfortunately, for the unsuspecting customers who received those letters, there was not a single mention of credit charges.

In a recent issue of a news magazine appeared the description of credit-card reverse. The new plan offers consumers 10 percent off the regular price if they pay cash. The consumer pays a $10 subscription for a list of stores and services offering the discount. A new list is published every 3 months. Sound great? The news item didn't say how many lists you receive for your $10. But if you pay $10 every 3 months you will need to spend $100 in "selected stores" during that time just to break even on the price of the subcription and the discount claimed.

Have you seen any ads which say "buy now, no payment due for another three months"? Last November I noticed a sign in the window of a mail order store advertising clothes washers and dryers. The sign read, "buy now, no payment until next year". I went in to the store to find out what the credit costs would be, when the interest charges would start and the difference between the cash price and the total sum to be paid in time payments. The store manager had one answer for me; it was "Oh we don't know; we send the papers in to the company office and someone there figures them out". Let the buyer beware.

5. Caveat Venditor—Let the Seller Beware

Let the seller beware (caveat venditor) is open to two different interpretations. One is that producers and sellers have the responsibility of initiating measures or following regulations which are in consumers' interests. The second interpretation suggests strong concern on the part of consumers who are very much informed and want a voice in consumer specification standards, policies and legislation. Sellers might be told by these consumers that "the consumer will get you if you don't watch out."

The consumerism present today attests to the spirit surrounding "let the seller beware." Congress in the 5 years between 1963 and 1968 has enacted 20 major measures of consumer protection. Since families rely on outside sources for help, they should be aware of the assistance which has come through legislative action.

The Fair Packaging and Labeling Act, the National Traffic and Motor Vehicle Safety Act, the Wholesome Meat Act and the Poultry Inspection law have been passed since 1966. This legislation has brought about important measures of consumer protection. Industry's interest for consumer welfare has come about or been strengthened, too.

The Fair Packaging and Labeling Act is a good illustration of the emphasis on self-regulation by industry. One provision of the Fair Packaging and Labeling Act gave industry 18 months to establish its own standards. The industry was not without clamor on this requirement but it did set about to show that self-regulation does work.

Burson-Marsteller in the report "Consumerism: A New and Growing Force in the Marketplace" stated The Cereal Institute, which is composed of 6 cereal companies doing 90 percent of the dry cereal business, voluntarily cut the total number of package sizes from 29 to 17 and eliminated 26 of 27 fractional net weights. The report cites other voluntary actions by the packaging industry.

The National Traffic and Motor Vehicle Safety Act is drawing specifications for safety standards from auto and tire manufacturers. Hopefully, Truth-in-Warranties and Guarantees will bring agreement between the consumer and business.

The Wholesome Meat Act, Poultry Inspection law and the Truth-in-Lending law have provisions to allow states time to adopt legislation of their own making which is "substantially similar" to federal laws. State action is important in these days when consumers are concerned over excessive federal control.

The Truth-in-Lending law is to go into effect on July 1, 1969. However, a Uniform Consumer Credit Code is being promoted for adoption by states. The Code was drafted by the National Conference of Commissioners on Uniform State Laws. States which adopt the Uniform Credit Code would do so by sweeping away existing state laws and superseding the Truth-in-Lending law.

One of the major objections to the Uniform Credit Code deals with the cancelling of traditional state usury laws which set maximum charges for interest. This does not say the Code is without limits but some believe higher rates will be possible through it. Another objection is the provision of relatively free entry into the lending market. That is, the right to lend money would be open to practically any responsible citizen or company. The argument for free entry into the market by lenders is one employing supply and demand where the natural forces of competition are intended to keep down costs of credit.

The Uniform Credit Code makes provision against wage assignments and frowns on "holder in due course doctrine" which allows a finance company or second or third mortgage holder to collect on an installment-sales contract even if the goods were defective. However, the Uniform Code doesn't provide any restrictions against balloon and add-on contracts.

The battle over truth-in-lending continues. A study of the Uniform Credit Code might well be made before any judgment takes place to reject or accept it.

Families' consumer activities certainly do receive much attention at the federal level. There are 40 federal agencies carrying out 560 consumer-protection activities. A Department of Consumer Affairs has been proposed to Congress in this present session. The Cabinet-level Department would serve consumer interests first, which is not the mission of any government agency now. It would coordinate all government consumer activities and represent consumers in government. Rosenthal (N.Y.) and Nelson (Wis.) are chief sponsors of the bill. Considerable interest has also been expressed for placing the agency for consumer affairs under the direction of the Department of Health, Education and Welfare.

A new service for families could be possible through a bill cosponsored by Hart (Mich.) and Brewster (Md.). The bill creates a National Consumer Service Foundation. This group would provide comparison information on major products, be a consumer voice before government regulatory agencies and serve as a clearing-house for consumer complaints. There is even talk that this agency would service vending machines for consumer product information.

Time has not permitted the inclusion of the activities of private business organizations, consumer interest groups nor the state and federal departments and commissions with consumer responsibilities. No mention has been made of the Consumer Advisory Council, President's Committee on Consumer Interests nor the Office of the Special Assistant to the President for Consumer Affairs, although each of these is vital to families' welfare as consumers.

The consumer information needs of families seem to be as unlimited as their wants. The content of consumer information is broad and varied. It demands steadfast attention of all families if they are to avail themselves of the alternatives for choice.

The late President Kennedy declared that every consumer has 4 basic rights:

(1) The right to safety
(2) The right to be heard
(3) The right to choose
(4) The right to be informed

The right to be informed is the key to the other rights. I leave with you as consumer and homemaking educators the charge to inform so that the story which began "once upon a time" can end with "and they lived happily ever after."

THE SCHOOL'S ROLE
IN
CONSUMER EDUCATION

presented by

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In 1962 President Kennedy defined the "Rights of Consumers" as the right to information, the right of choice, the right to safety, and the right to be heard. These rights apply to all consumers. Thus, the school's role in consumer education is to educate *all* consumers. This concept was clearly expressed in 1966 by United States Commissioner of Education Howe when he stated, "Constructive thinking about consumer education in major areas of learning such as mathematics, science, and reading should be developed in order to build consumer education into these areas. The proposal of a specific course in consumer education should be avoided; I urge you to find ways to incorporate consumer education into the very material the students are all studying already. Consumer education should be incorporated directly into the present curricular activity as a 'part and parcel' of the regular interests and activities of the schools."

A recent publication from the Education Division of the President's Committee on Consumer Interests states that "Consumer Education is the preparation of the individual in the skills, concepts, and understandings that are required for everyday living to achieve, within the framework of his own values, maximum satisfaction and utilization of his resources." It further states that the objectives of Consumer Education are that "the educated consumer will be able to participate fully and effectively in the marketplace in order to obtain maximum benefits from his resources. He will understand there are alternate choices and courses of action which are open to him, and that an educated consumer will think about the consequences to both himself and the economy of his ultimate action in the marketplace."

Consumer education has been an educational step-child throughout the history of American education. Regardless of the various statements of goals and objectives for American education that have said our children should be prepared for family living, worthy use of leisure time, effective citizenship, productive members of adult society, we have not managed to include into these areas much direct attention to the role of every member of our society as a consumer and as a member of some nature of a family group. Our dominant emphasis over the recent past has been to prepare our children as members of the "producer" side of the economy, while we have left them on their own to learn about using the resources they have produced. We have left them ignorant of the process of being effective members of the family unit and the consuming public.

A quick, realistic look at the complexity of our roles as consumers in today's economy will readily tell us that consumer education cannot be limited to those students receiving instruction in homemaking. Our social patterns tell us that many young marriages are companionship marriages in which both members of the marriage share in the role of earning and spending the money and making joint decisions on the family priorities relative to consumption. It is a known fact that as many men shop for food and clothing as do women. Decisions relative to providing shelter, transportation, income protection, and recreation are commonly joint husband-wife decisions; and when there are children involved, these decisions become family ones. To limit consumer education to students in homemaking who are primarily girls ignores the facts of our culture. Beyond the need for consumer education for students because of their participation in consumer decisions and practice, *all* students need exposure to consumer education in order to make a more effective contribution to a soundly based flow of goods and services through a free enterprise economy.

One of our missions at the University of Maryland has been to provide a teacher education program in Consumer Education for teachers of all grades, elementary through junior college, in any subject area in order to expose all students to consumer education concepts. Our goal has been to provide subject matter background for competence with the content of consumer education and to develop approaches and techniques for integrating consumer education content into existing courses—wherever there is a natural opportunity or relationship. Thus, this program is based on our belief that the school's role in consumer education should include all of the students at all grade levels and should be taught through various combinations of subject area teachers. The program of which I speak has been sponsored by the National Committee for Education in Family Finance. During the twelve years that we have been working on this, we have enrolled over 300 educators and the enrollment has consisted of teachers of home economics, social studies, and business education as the three dominant areas, but we have also had good representation of teachers of elementary education, English, mathematics, foreign languages, driver education, vocational education, high school principals, guidance counselors, and college and junior college teachers of economics and business administration. In an evaluation study conducted by the National Committee at the end of 10 years for our program, about 60 percent of the teachers identified that they felt completely competent in their teaching of consumer education aspects related to their primary field and that they found consumer education attractive and compelling to students.

Where do some of these teachers place consumer education in their classes? How do they treat consumer education? In general, the approach used is to provide experiences that employ an economic principle; thus a student in a particular class or grade level may not be able to verbalize a concise statement of the economic principle, but he will have a behavior that demonstrates he is aware of the principle or has employed it in his behavior. A change in behavior is really what education is all about—not the verbalization of the principle. For instance, a third grade teacher employed the discovery technique in a unit on advertising at Christmas time. The exercise led the students to screen alternative choices and to make decisions on observable facts. Each member of the class prepared a list of Christmas gifts he desired. During class time and at home, students got ideas for their lists by going through mail-order catalogs, newspaper advertisements, and by watching television commercials which are heavy with "toy" products during the early morning and late afternoon programs. No limit was placed on the lists. Students recorded each item they desired and the advertised price (this involved exercises in reading and writing for a purpose); then they added each price to a total amount (this provided exercise in multi-digit addition). With the cooperation of local retailers, many of the desired items were brought into the classroom so the children could see, feel, and try the items they had selected. On the basis of their experience with the items (some of them also tried things out in the store), they were asked to revise their lists by marking out any items that disappointed them (an item that didn't really do what they thought it would, or that wasn't as big as they thought it would be). They then talked about why they crossed items out and what they thought about the descriptions in comparison to the actual products. The students questioned one another about why they wanted one item instead of another, so there was a dialogue with values being expressed. The children were thinking about their own values, had discovered the total cost of their Christmas wishes, and had screened them for quality and utility. Many parents expressed pleasure with this Consumer Education experience.

Numerous elementary teachers use the school savings stamp program as a basis for an on-going exposure to the concept of saving and investing and for finding opportunity for individuals to assess their own values when they object to buying a saving stamp because they would rather spend the money for a snack or a toy. Most schools provide parents with the opportunity to buy accident insurance on a school group plan. Teachers at all grade levels can use this normal school activity as a vehicle for building up from one grade to the next, understandings relative to protection of income through insurance. In upper elementary grades the students can compare the cost of this group insurance with comparable coverage on an individual basis. This is the beginning of understanding collective consumption and pooled risks.

An interesting exercise in helping students to define their own values is a simple plan that can be used at many grade levels. Prepare a display table with a great variety of products—each one of the same value. The teacher can define any value—$.25, $.49, $1.00. Each student then selects the item he wants more than any other item on the table and tells the class why he selected that item. This forces him to reason and communicate "why" he made a particular decision. Then the teacher can hand out play money to each student in varying amounts; some have more than enough to "buy" an item on the table, and some do not have enough to "buy" an item on the table. Turn the students loose to shop, buy, bargain, trade and maneuver to try to attain possession of some items they desire. The activity will be wild; the astuteness of buying and bargaining will be amazing; and the discussion that follows will evidence much understanding of values, the flexibility of values, rights of others, the concept of opportunity costs, and the value of money as a medium of exchange.

The play store equipment so often used in early elementary grades when combined with role-playing provides a good exercise in the flow of goods and services, the role of money, and the process of decision making. The discussion that follows allows room for defining values and answering some "why?" questions relative to the above processes. If the play store experience is a foods store, there is room to begin basic concepts of foods and nutrition in the buying practices being studied.

At various elementary grade levels, it is rather standard to study your neighborhood, your community, your state, and then your country. In looking at each of these, questions and answers are involved with what public services are provided, how they are financed, and who decides what we have in the way of services and to what extent. This has immediate significance when the children discover taxes pay for schools, materials, supplies; that there are powerful limiting factors caused by the law of supply and demand; and the alternate decisions and choices members of the community must make. The teacher who is attuned to Consumer Education can begin to develop the critical evaluation process of these community functions.

I have talked about some ways in which the school can assume its role in providing consumer education for all students at all grade levels. I am not, of course, saying all this activity is appropriate for funding under the Vocational Education Act. As curriculum ideas and approaches to consumer education are defined and developed, however, there is likely to be opportunity for some funding through the various other federal projects to help educators up-date and innovate to bring education in line with current social problems. In elementary and junior high social studies courses where students explore the world, the economics of the society being studied can be related to the study of geography, the people, the industry, the customs and life styles. Then there is a basis for looking at that nation's present relationship to the world—its problems and approaches to solution, its successes and the basis for them.

The goal of several of the foreign language teachers we have worked with is to see and use the language in context with the culture of the native country. These teachers have studied in our consumer education classes so they can better understand the current economic conditions of the French, or German, or Spanish nation. They have developed teaching units on foreign exchange problems; import-export practices, laws and patterns; industrial growth and development and the financing of it; and the nature of family life. In this way their advanced foreign language classes can explore the contemporary socio-economic life of the target language nation rather than study the historical approach with its orientation to the pastoral society of the past.

English teachers have found reading and composition assignments oriented to current consumer matters of vital concern to students are alive and fascinating to them. It is just as meaningful to write a composition on "How I Spend My Money" as it is to write a composition on "What the Color Blue Means to Me". It is just as effective for a student to learn how to use references and resources and organize data into a comprehensive research report when the topic under investigation is "What You Should Know About Buying a Used Car" as when the topic is "The Love Life of Picasso".

English teachers in our consumer education workshops have also worked up units of study that utilize advertisements, product tags, and assembly instruction sheets (for example, for putting together a bicycle), as vehicles for developing reading comprehension and interpretation skills. The teachers have found CONSUMER REPORTS, CHANGING TIMES, and THE WALL STREET JOURNAL to be excellent resources for reference and reporting, for debate topics, and for analysis of writing styles.

Business, economic, family life and industrial-historical novels and non-fiction books have an appeal to students because in them problems and issues students relate to are faced. Such books are valuable as a means of understanding the time and environment in which certain literature was created. Some examples are THE JUNGLE, THE WASTEMAKERS, THE STATUS SEEKERS, THE ORGANIZATION MAN, THE EGG AND I, CHEAPER BY THE DOZEN, THE AFFLUENT SOCIETY, THE OTHER AMERICA, THE GOLDEN AGE OF QUACKERY, THE MASS CONSUMPTION SOCIETY. There are hundreds of other books that the English teacher can use for the dual purpose of the study of literature and an awareness of the environment and society from which this literature emanates.

The Driver Education teacher has a vehicle for implementing consumer education in terms of insurance concepts through automobile insurance as well as concepts of rights, privileges, obligations, and responsibility to self, society, and family. Characteristics of automobiles, safety features, and comparative shopping for cars and insurance are all vital to the school student who is eagerly anticipating driving and owning an automobile. The family problems that often result with a new driver and a second, or third, or fourth demand for utilization of the family car, the process of developing a time-sharing plan, or cooperative arrangement is an area of study for the Problems of Democracy or Family Life Class.

The teacher of Problems of Democracy has opportunity for engaging the students in looking at problems and solutions relative to consumer credit as well as mercantile credit, levels of taxation, types, purposes and functions of taxes, legislation that affects the consumer—both negative and positive consumer legislation—government and private institutions providing consumer protection and services. There are a number of recently developed simulation learning games that are quite effective in getting at assimilation of these ideas and processes.

I have attempted to relate to you illustrations of subject areas and approaches that numerous teachers have employed to bring consumer education to all of the students as it naturally relates to a specific area or learning goal.

I have not talked about the role of the Home Economics teacher, nor the role of the Business Education teacher. Both of these areas are very intricately and closely related to many facets of consumer education, and both of these areas have been serving a small portion of the total school population. I am familiar with many good approaches these teachers have used to involve students in the process of education and to capitalize on their vital interests as consumers. These two areas hit directly on money management, planning the use of personal resources, vocational decisions, grooming, marketing and purchasing processes, product information, record-keeping and planning, and economic analysis. The Home Economists work with the family-life cycle in planning for earning and spending and understanding changing family needs, pressures, values, and relationships. The Business Educators look at business cycles, investments, planning in terms of defined goals, and the role of banks, investing, and profit in the total economy. How can these two areas extend their services beyond those students who enroll in business or home economics to the total school population?

I'm not sure that I have a total answer. But I do know that at Maryland we have defined the major weakness of our program for teacher education in consumer education. This is that we have not provided an integrating force or a curriculum coordinator; nor have we sold the school principal and administrative staff. We have given a teacher (from any subject area) a motivation, a background, and a variety of teaching approaches. This teacher often stands alone in his department or in his school and does not have the power, the time, or the authority to carry consumer education beyond the confines of his individual classroom. Each of the teachers who has been involved in Family Finance Workshop is making his own contribution, but it is not part of a systematic school program in consumer education.

As a result of our awareness of this weakness, the University of Maryland conducted a National Leadership Conference on Consumer Education and Financial Planning in 1966. The Conference was jointly sponsored by the National Committee for Education in Family Finance, The President's Committee on Consumer Interests, (under Mrs. Esther Peterson) and the U.S. Office of Education. Mrs. Peterson invited a representative from each of the 50 state departments of education who would have responsibility toward consumer education. That summer of 1966, travel was bogged down by the great airline strike, so only twenty representatives were involved, but they worked hard and welded beautifully into a very spirited and productive group. The conferees represented business and home economics education, adult basic education, and K through 12 school curriculum planners. I want to report to you some of the observations and results recorded by this group that support the belief that Consumer Education is appropriate to the total school program.

1. In education we are way ahead on ideas, but far behind time in actions. For instance, the National Leadership Conference generated many ideas and workable approaches but could not provide a vehicle for action.

2. There is an obvious need for Consumer Education for all students since currently only about one tenth of the students get even an orientation to consumer problems and practices. Consumer Education is best seen as an across-the-board approach. Is there a Teacher Committee at the state department level that cuts across the subject lines of educators? Can this across-the-board approach be accomplished in a given school if the principal is strongly oriented to the value and need of consumer education?

3. Is part of the problem in getting recognition for the need and value of Consumer Education related to our need to redefine educational goals in terms of behavioral outcomes? Our classical subject area departmentalization is based on "understandings" as goals rather than on behaviors.

What behavior on the part of the consumer will evidence that he has learned? Can we identify specific desired behaviors and spirals of learning that lead to this behavior? Can we identify specific educational needs of various groups for particularized approaches to Consumer behavior; for example, adult basic education, inner-city youth and adults, suburban youth, vocational educational groups, or adult continuing education?

4. The socio-economically deprived and disadvantaged groups—inner city, Appalachia, Ozarks, Indian communities, and various other areas—probably need Consumer Education most, but we often do not reach them. How can we get around our middle-class orientation? How can the schools use Consumer Education to the advantage of the disadvantaged? Couldn't Consumer Education, with its built-in motivation, be one of the most practical vehicles for teaching the disadvantaged? We need to work on a "principles" approach to Consumer Education because differences in income, social values, and personal goals make it meaningless to teach specifics of buying. Teaching often becomes stereotyped and textbook oriented; we need to broaden the classroom out into the community, add practical and current experiences, use the multitude of resources and resource people available to keep Consumer Education practical and real-problem centered.

5. The area of Consumer Education seems like a good place for an experiment with a group of competent teachers who would work up and team teach a subject-integrated course combining experiences in economics, consumer

education, family studies, law, money management, mathematics, and social problems using flexible scheduling, individualized assignments, team teaching, and multi-media approaches. An undertaking like this should include cooperation with the state department of education, a local school system and a university program for teacher training and assistance in research and evaluation processes. Members of the teaching teams in the various areas would define desired behaviors and the hierarchy of learning necessary to the accomplishment of those defined objectives. (It seems to me that the 1968 amendments of the 1963 Vocational Education Act have given the Homemaking teachers a vehicle for taking the lead and developing just such subject-integrated programs. Projects of this nature are big enough and broad enough that it would seem numerous federal educational support programs could become involved in innovations in Consumer Education, flexible scheduling, team teaching, multi-media approach, and the chance for endless areas of research study.)

6. A State Department of Education Coordinator of Consumer Education would seem to be a way to coordinate the diverse fields of interest involved. This person could cut across classical departmental lines. This coordinator could provide leadership in the development of Consumer Education materials for use in various subject areas and at various grade levels and could also provide for articulation and coordination to avoid meaningless repetition or harmful gaps in the total Consumer Education program. The State Department coordinator could also work with universities and colleges in the offering of Consumer Education workshops and in-service training programs to upgrade the teacher's qualifications with consumer education content.

Since most of the activities provided by the federal Vocational Education Act are administered through state departments of education, this opportunity for coordinated leadership may become a real possibility through leadership of the Home Economists.

With my view and experience with Consumer Education as a responsibility of the total school, to limit Consumer Education to the homemaking curriculum would reflect a narrow and traditional view. In this area as in others, the educator must plan and define an educationally sound program and then see what part or parts of it can be supported by federal monies. In vocational education, I am noticing a tendency to consolidate certain basic aspects of vocational education through utilization of the cluster concept, the practice of teaching a core of occupational information, experiences and skills necessary to success in a number of related occupations to mixed groups of vocational students, and the utilization of across-the-board vocational supervisors. Following this tendency, one step toward a total school program in Consumer Education would be for Homemaking teachers to develop a core program for all vocational students. This program could include family life education and family finance education aimed at helping all vocational students to maximize the satisfaction derived from the effective use of their income and other personal resources. It could teach concepts to increase the satisfactions derived from the consumer role while building salable skills for the producer role in a chosen occupation.

We need Consumer Education to adequately perform our roles as citizens of a free enterprise economy; we need Consumer Education for personal success and satisfaction as measured in our materialistic society; we need Consumer Education for the continuing success in perpetuating the dignity of the individual; we need Consumer Education so we may effectively direct the utilization of our national resources for the common good. The school's role for Consumer Education must be Consumer Education for all.

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